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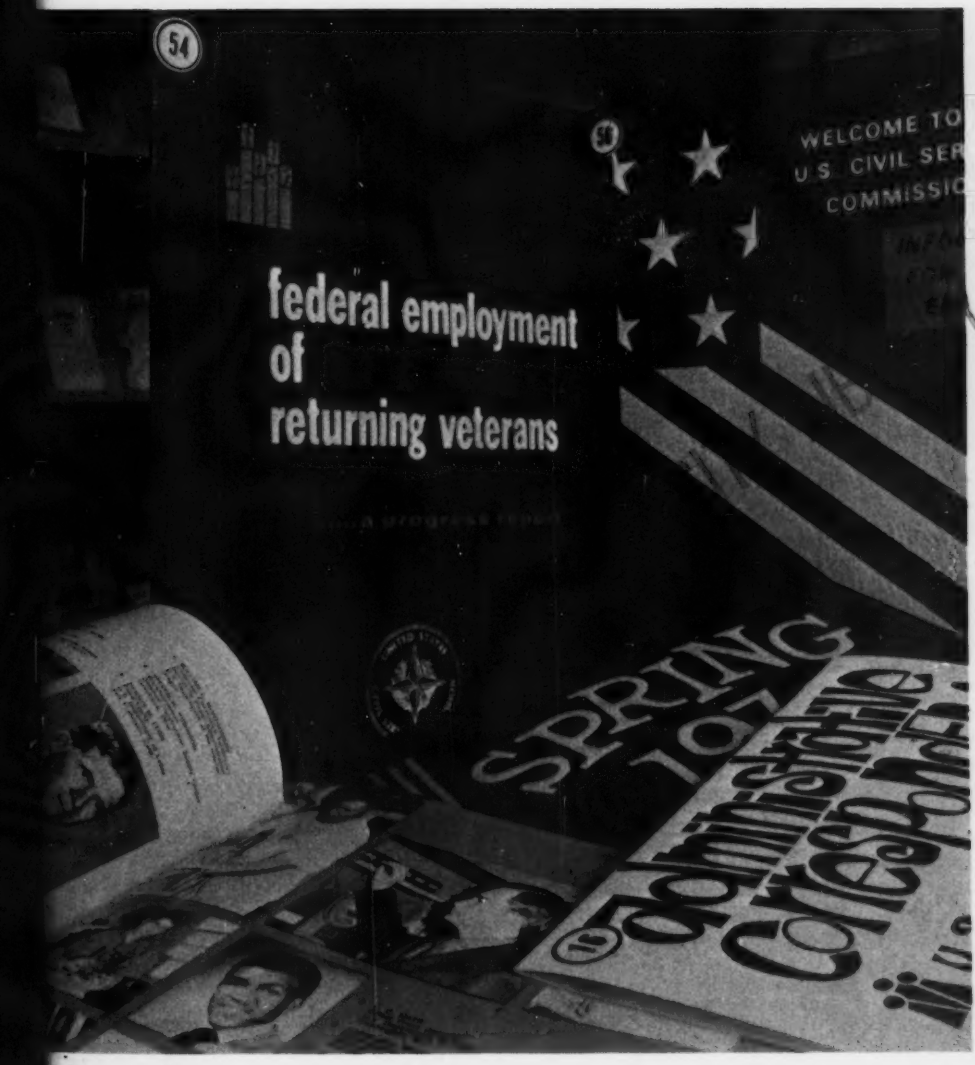

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U.S. CIVIL SERVICE COMMISSION

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WORTH NOTING

☐ CSC CHAIRMAN confirmed. The Senate has confirmed the appointment of Robert E. Hampton to a third 6-year term as member of the Civil Service Commission, and the President has redesignated him Commission Chairman. Mr. Hampton has been a member of the Commission since July 1961 and Chairman since January 1969.

☐ HATCH ACT upheld. The Supreme Court has upheld the constitutionality of provisions of the Hatch Act that apply to Federal employees. In its June 25 decision, the Court said the Hatch Act restriction that keeps Federal employees from taking an active part in political management and campaigns is not vague, overly broad, and counter to the intent of the First Amendment. In so deciding, the Court voided a D.C. District Court decision that was made and immediately stayed by the District Court last year. The Civil Service Commission has enforced the Act continuously since 1939.

☐ DISPLACED EMPLOYEES aided. The Civil Service Commission has taken several steps to help in finding jobs for more than 26,000 Federal employees affected by reductions in Defense and other agencies:

—CSC regional officials are working with managers of installations closed or reduced and, in cooperation with Labor and De-

(Continued—See Inside Back Cover)

OUR COVER: President Nixon has initiated a program to upgrade the quality of Federal design. The program, coordinated by the National Endowment for the Arts, focuses the attention of many people both inside Government and out on Federal architecture, graphics, publications, and personnel practices regarding Federal designers and architects. Some of the people concerned are shown on the cover; more, on pages 10-15.

On the front cover, facing representative publications of the Civil Service Commission, are Deitmar R. Winkler, graphics designer (top); John Massey, Director, Center for Advanced Research in Design (bottom left); and Peter Smith, Communication Manager, Crowell, Collier, and Macmillan Editorial Corporation. On the back, Rawleigh Warner, Jr., Chairman of the Board, Mobil Oil Corporation, addresses the First Federal Design Assembly (top left); Nancy Hanks, Chairman, National Endowment for the Arts, discusses personnel aspects of the program at CSC (top right); and David Granahan, Assistant Director, Office of Information, Department of Agriculture, and Thomas J. Gormley, Chairman, Department of Graphic Design, Cooper Union, ponder GSA graphics.

Keeping communication channels open

The Interagency Advisory Group

by CLINTON SMITH
Executive Vice-Chairman, IAG
U.S. Civil Service Commission

DR. WILLIAM A. GORHAM (left) of CSC and Seymour W. Chad of IRS exchange views during a meeting of the IAG committee on selection research. In the foreground is committee chairman Dr. John S. Howland, Director of the Personnel Research and Development Center in CSC's Bureau of Policies and Standards. Committee members shown at rear are Dale R. Baker, CSC (left); Dr. Samuel J. Sprol, SSA; and Harold I. Morrison, HUD.

Outside the personnel community in Washington, the Interagency Advisory Group is little known and less understood, but it is one of the key mechanisms in the development of new or changing personnel policies, practices, and programs affecting Federal civilian employees.

This is the story of the IAG in action.

THE CIVIL SERVICE COMMISSION recently launched a dynamic new program for executive development and training throughout the Federal Government. It is a promising and much needed new program—and one that required extensive consultation with personnel people as well as managers throughout the Federal Government. The consultation, coordination, and communication required in developing the program was facilitated by the Interagency Advisory Group.

The Interagency Advisory Group, or IAG, is the Civil Service Commission's key link for purposes of communication, consultation, and coordination with the rest of the Federal personnel community. Its members, 63 in all, are the top personnel officials from the departments and independent agencies in the executive branch as well as representatives from a few other Federal agencies in the legislative and judicial branches, government corporations, and organizations having their own personnel operations and at least 100 employees. Its activities are directed by its chairman, who is Executive Director of the Civil Service Commission, and by an executive vice-chairman, with the assistance of a very small Secretariat of full-time staff of CSC personnel.

The IAG meets its objective—providing effective consultation and two-way communication between the Commission and the personnel community—through meetings and conferences between CSC and agency personnel at several levels from top management to operational staff. These sessions may be small, such as the regular meetings of the IAG vice-chairman with individual personnel directors; intermediate, such as luncheon meetings or meetings of IAG committees chaired by senior program staff of the Commission; or large, such as the monthly meetings of the entire Group and the annual conference of personnel directors, chaired by the Executive Director of the Commission.

A number of major events have highlighted the Commission's increased concern with executive and management development during the last 2 years. These include:

- ☐ Presidential memo on executive development issued on March 8, 1971;
- ☐ Memo from Chairman Hampton to agency heads on September 13, 1971, with guidelines on executive development;
- ☐ Memo from the OMB Director to agency heads on September 14, 1971; and
- ☐ Agency reports on implementation that were due in April and September 1972.

The development of better executives is one of the administration's national management objectives. We have clear direction and support to move ahead rapidly in "making it happen" throughout the Government.

JAMES CURVEY, Personnel Director, Housing and Urban Development, launches discussion of reorganization and responsiveness at work group session during the 1973 Personnel Directors' Conference. The conference, sponsored by the IAG, is held annually at the Federal Executive Institute, Charlottesville, Va.

IAG involvement with the executive development and training program formally began in June 1970 when an IAG committee on supervisory training was formed. This committee, like other IAG project committees, was made up of agency personnel directors or other members of their staffs and CSC people responsible for the program. There were two committee chairmen: one from the Commission's Bureau of Training, the other from the Office of the Assistant Secretary of Defense for Manpower and Reserve Affairs. Other committee members represented Army, Navy, Air Force, Agriculture, GSA, HEW, HUD, Interior, ICC, NASA, SBA, Smithsonian Institution, State, Transportation, and VA.

The committee met three times: in June 1970, to organize and initiate a study of the issues; in September 1970, to discuss the work in progress; and in February 1971, to review the results of the study, discuss recommendations, and decide on further action. The committee's final report made several recommendations, one of which was that the Commission broaden its efforts and direct them at substantial improvements in supervision and management throughout the Federal service.

To help meet the national objective in this area, and using IAG input, the Commission's Executive Planning Group (EPG) recommended improving supervision and management as one of the major areas for Commission-wide emphasis for Fiscal Year 1972 (for a discussion of the EPG, see "The Changing Civil Service," by Bernard Rosen, in the *Journal*, Vol. 13, No. 2). The Commission then approved this proposal, under the broad heading, *Getting Better Management in the Federal Service Through Improved Managers*. Commission efforts included a study of managerial and executive development needs in the Federal service.

The study continued into Fiscal Year 1973, during which a closely related subject—*Strengthening the Management Role of Supervisors*—was one of the Commission's areas of major emphasis. Using the information revealed by the study, a Commission task force began drawing up a proposal for a Government-wide executive training program.

Several draft proposals were drawn up and sent out to the agencies through the IAG. Agency comments and recommendations came back to the Commission, again through the IAG, and the proposal was revised and sent out again. While all this was going on, elements of the proposals were being discussed in the many meetings that are held as regular parts of IAG activities: CSC Chairman Robert E. Hampton and Executive Director Bernard Rosen discussed it during their round of annual meetings with personnel directors and undersecretaries of the 15 departments and four largest agencies; as IAG Vice-Chairman, I discussed it in my visits with the other IAG members on an individual basis and with personnel directors of small agencies who meet as a group twice a month. And, of course, it was discussed at several of the monthly meetings of the full IAG.

Information derived through this exchange enabled Commission staff people to draw up a final long-range proposal that has every indication of becoming a workable, Government-wide program. Without the kind of interagency consultation afforded by the IAG, such basic policy and program development would fall short in both quality and support.

Of course, IAG is not the *only* source of inputs considered by the Civil Service Commission in policy formulation. In addition to obtaining the views of agency personnel directors, through the IAG, the views of

Active IAG Committees

IAG number	Committee name
181	College Relations and Recruitment
187	Adverse Actions and Appeals
190	Labor-Management Relations
206	Federal Civilian Personnel Statistics
231	Selection Research
232	Hazardous Duty Pay for Classification Act Employees
233	Equal Employment Opportunity
255	Selective Placement Programs
258	Student Employment Plus Work-Study Program
259	Special Rates for Shortage Occupations
266	Personnel Management Evaluation
268	Merit Promotion Policy
269	Position Classification and Pay
278	Intra-Management Consultation
279	Veterans Employment Programs
281	Leave and Hours of Duty
283	Job Qualification System for Trades and Labor Occupations
285	Committee on Manpower Analysis and Planning
287	Federal Personnel Management Information Programs
294	Development and Training
295	Employee Advisory Service

Among IAG changes slated for Fiscal Year 1974 is reduction of the number of IAG committees. A new committee on staffing, for example, will incorporate as subcommittees or work groups five existing committees devoted to staffing concerns. The goal is to whittle down this list to 10 or 12 committees chaired by program heads within the Commission.

unions and other groups that have an interest in CSC policies and programs are actively sought out and given serious consideration. And in the final analysis, of course, responsibility and accountability for Federal personnel policy, which the Commission promulgates, rests solely with the Commission and can be neither shared nor reduced.

Personnel Directors' Conference

The executive development program is just one example of how the IAG functions to afford a means for consultation and exchange of information in the formulation of major personnel policies. The IAG system of give and take worked in essentially the same way in broadening the scope of bargaining, improving the adverse action appeals procedures, and literally hundreds of other issues and programs.

Another important way the IAG works is through the personnel directors' conferences. Sponsored by the IAG, these conferences are held for from 2 to 4 days each year, usually at the Federal Executive Institute in Charlottesville, Va. According to our own official description, they "provide a valuable means of maintaining and enhancing effective relationships and improved communication with and among the agencies as well as producing valuable guidelines for Commission and agency action."

In actual practice, that's exactly how they work.

For example, the 1973 personnel directors' conference took place in April. All of the Cabinet departments and large agencies and all but a few of the smallest ones were represented. The Commissioners, the Executive Director, and several members of the executive staff represented the Civil Service Commission.

The conference's program format included both plenary sessions, at which various topics were discussed before all members of the conference, and a dozen different work groups, in which issues and developments were discussed by groups of from 10 to 12 personnel directors with CSC staff as available resource people.

The central focus of the conference was on helping the agency head achieve the President's goal of a leaner, better managed, more effective government. CSC Chairman Hampton kicked off the conference with a summary of developments in areas such as governmental reorganization, decentralization, executive development, productivity, equal employment opportunity, and the role of the personnel director. CSC staff members then reviewed Commission policy planning underway in these areas.

Workshops discussed "reorganization and responsiveness," covering key issues such as minimizing disruption and preserving needed skills in the work force during reorganizations and reductions in force, decentralization, State and local relationships, and impact on special programs; "managing for performance," including consideration of performance evaluation, productivity, worker dissatisfaction, and incentives; and "government in society," involving equal employment opportunity, labor-management relations, and suitability for Federal employment.

Recommendations and proposals resulting from the workshop discussions and plenary sessions fell into the following three major areas:

Conference participants recommended that the Commission:

☐ Increase early coordination and communication between CSC, OMB, and agencies in the planning and execution of significant manpower adjustments.

☐ Insure that the performance evaluation study now underway relates performance evaluation to identification of development opportunities.

☐ Consider greater flexibility in filling noncareer jobs.

☐ Support Federal Labor Relations Council policy guidance beyond case decisions.

☐ Consider possible actions for minimizing overlegalization of personnel management.

☐ Provide a clearinghouse for labor relations training material.

☐ Provide guidance on rights of unions to participate in the EEO process and on circumstances under which such rights can be exercised.

☐ Provide a better definition of third-party EEO complaints.

They also recommended that personnel directors:

☐ Make more effective use of flexibilities in the personnel system during reorganizations, reductions, and buildups to achieve a better utilization of people and a better match of tasks with talent.

☐ Participate in the development and operation of management systems, including personnel systems, that will cause managers and supervisors to manage for results.

☐ Make more imaginative use of incentive awards based on measurement of the success of organizational units in achieving objectives.

☐ Provide faster headquarters action on labor relations agreements negotiated at local levels.

☐ Increase training of negotiators and managers in labor relations.

☐ Give more attention to selection of EEO counselors.

And they recommended that personnel directors and the Commission, through the IAG:

☐ Consider establishment of counselors similar to EEO counselors to deal with broader problems of worker dissatisfaction, and

☐ Provide productivity training for supervisors and managers.

As a result of these recommendations, new IAG committees have been formed, old ones have begun working in new areas, and a number of new and revived efforts are underway both in the Commission and in personnel operations of various agencies. Obviously, this IAG conference and others like it can have considerable impact in shaping Federal personnel policy.

IAG in the Crunch

But perhaps the best test of an organization that claims to make the gears of Federal machinery mesh better is to consider how it comes through in a crunch. Recent history yields this example:

Last April, the Secretary of Defense announced that several military bases would close, wiping out approximately 26,000 civilian jobs. Cutbacks in other agencies at about the same time eliminated still more Federal jobs throughout the country. The President urged heads of departments and agencies to give priority consideration to displaced career employees in filling vacancies in their organizations, and the Commission—through the IAG—went out to all personnel directors with specific

MEETINGS of personnel directors and CSC personnel play an important role in interagency communications. Left: Semi-monthly meeting of regulatory agency personnel directors. Center and right: IAG Vice-Chairman Clinton Smith with Curt Adams, Personnel Director, Interstate Commerce Commission, and Ashton Morris, Personnel Director, Federal Maritime Commission.

guidelines. These included instructions to consider displaced employees before requesting certification of candidates from CSC lists of eligibles; to find out from the Commission what qualified displaced employees are available; and to use provisions of the Intergovernmental Personnel Act to make displaced Federal employees available temporarily for State, local, or academic assignments.

Fast communication to personnel directors of the guidelines, developed principally by our Bureau of Recruiting and Examining, was achieved through the IAG Secretariat. Similarly, incoming requests from personnel directors or their staffs for further information or other technical assistance were speeded to responsible CSC staff members by the Secretariat. The displaced employee program was launched, nationwide, in record time.

This, of course, is just one incident in an area in which the IAG has been actively engaged for a number of years. Various IAG meetings and committees have, over the years, considered several aspects of reduction-in-force procedures, employee relocation, and interagency job referral. The April cutbacks constituted an immediate problem to which the Commission was able to respond in a timely and effective manner by using the IAG mechanism.

Another recent Commission program that required IAG activity involved the Federal Employees' Group Life Insurance program. In this case, the Commission proposed to increase the amount of minimum coverage for regular insurance and provide an additional optional coverage for families of employees—changes that would affect thousands of people throughout the Federal service. A number of different changes were possible in both areas, and the Commission wanted to find out *which* changes the agencies thought best. Again, the Commission turned to the IAG.

The Commission's proposed changes, including the various alternate possibilities, were developed by the responsible bureau—the Bureau of Retirement, Insurance, and Occupational Health—and distributed to agency personnel directors through the IAG in April. Their written comments and recommendations were received by the Commission in July and are being considered in the formulation of a final proposal. Many specific questions and discussions that came up along the way were channeled through the IAG to the responsible CSC offices.

Again, this is only one in a series of IAG activities regarding this particular program. The big job—setting up the Federal Employees' Group Life Insurance program in the first place—took place in the early 1950's with, you guessed it, the CSC coordinating through IAG the extensive interagency cooperation required. Other big jobs the IAG and its predecessor organizations have played a part in include:

- ☐ Development of the Government-wide incentive awards program;
- ☐ Study of maternity leave practices;
- ☐ Implementation of Hoover Commission recommendations; and
- ☐ Establishment of the Federal Service Entrance Examination.

IAG in History

Technically, the IAG did not come into being until 1954. But, as its record of accomplishments shows, its history goes back much further than that.

Actually, unsuccessful attempts to establish an inter-

ANNUAL PERSONNEL DIRECTORS' CONFERENCE also contributes to effective two-way communications between agency personnel directors and CSC. Above, l. to r.: CSC Executive Director Bernard Rosen, Chairman Robert E. Hampton, and Commissioner L. J. Andolsek kick off conference. Center: Panel discussion at one of several plenary sessions. Right: Work session on responsiveness during reorganizations and reductions in force.

agency organization for Federal personnel were made in 1921 and again in 1931. However, it was not until 1939 that the Council of Personnel Administration was established—first as an independent body; then, after 1940, as part of the Civil Service Commission.

The purpose of the Council was to advise the President and the Civil Service Commission on matters pertaining to personnel administration. Its members were the directors of personnel of the departments and agencies, and representatives from the Bureau of the Budget and the Civil Service Commission. It had its own staff and a chairman appointed by the President and carried out much of its work through standing committees.

Beginning in 1942, field councils were established with a membership consisting of representatives of the heads of field establishments and representatives of the Civil Service Commission. They elected their own officers and worked closely with the Council, sharing in its programs and responsibilities.

In 1947 (by E.O. 9830), the Council was renamed the Federal Personnel Council, continuing as a part of the Civil Service Commission, with the chairman appointed by the Commission. Under its new name, the Council and its standing committees continued to maintain a high degree of autonomy and independence. E.O. 9830 still serves as the basic charter for Federal personnel management today.

The Federal Personnel Council was abolished by Congress in 1953 and the function of interagency consultation on personnel matters was assigned to the Office of the Executive Director of the Civil Service Commission in January 1954.

No Coincidence

That, briefly, is the history of IAG. It traces its origin to 1939 when the Council of Personnel Administration was established in compliance with Executive Order 7916 of 1938.

It is no coincidence that this same Executive order also established the Federal personnel officer's job itself.

Prior to E.O. 7916, Federal personnel matters in agencies were handled to a great extent as a clerical operation to serve as contacts with CSC. But in 1938, the Federal personnel business was getting too complex for that—even without such still-to-come considerations as labor-management relations, equal employment opportunity, or specialized training programs. Something more was clearly needed. And, clearly, that was trained, professional directors of personnel qualified to advise managers on the people aspects of the operations.

The two have gone together right from the start: the need for the personnel professional and the need for an interagency group to keep the channels of communication open among agency personnel directors and with the Commission.

Today's personnel director—more, certainly, than the personnel director of 1938—has to be a member of the management team. He increasingly needs to be involved at an early stage in decisions that affect people. And he has to be able to provide the services management needs—expertise on labor-management relations, on equal employment opportunity requirements, on decentralization considerations, on staffing and training needs, to name just a few—and to advise management when basic program and organization decisions are being made.

By helping personnel officers keep the voice of personnel in management's ear, the IAG helps keep "people" considerations in management decisions. And that, ultimately, is what the IAG is all about.

IAG Members

Agency	Name, title
Agriculture*	S. B. Pranger, Director of Personnel
Commerce*	John Will, Director of Personnel
Defense	
—Office of Secretary*	Karl F. Becker, Acting Director, Personnel Division
—Office of Assistant Secretary (Manpower and Reserve Affairs)*	Carl W. Clewlow, Deputy Assistant Secretary of Defense
—Air Force*	W. J. Abernethy, Director of Civilian Personnel
—Army*	Ben B. Beeson, Director of Civilian Personnel
—Navy*	Lloyd W. Grable, Director of Civilian Manpower Management
Health, Education, and Welfare*	William Russell, Acting Deputy Assistant Secretary for Personnel and Training
Housing and Urban Development*	James C. Curvey, Director of Personnel
Interior*	John F. McKune, Director of Personnel
Justice*	Kenneth J. Stallo, Director of Personnel
Labor*	Donald E. Lemmon, Director of Personnel
State*	Robert C. Brewster, Deputy Director General and Director of Personnel
Transportation*	Kenneth Chandler, Acting Director of Personnel and Training
Treasury*	Esther C. Lawton, Acting Director of Personnel
ACTION	Charles M. Odell, Director of Personnel
Agency for International Development	H. Ben Hopkins, Director, Office of Personnel and Manpower
Atomic Energy Commission	George S. Maharay, Director, Division of Personnel
Central Intelligence Agency	Harry B. Fisher, Director of Personnel
Civil Aeronautics Board†	Patrick F. Bottone, Acting Director of Personnel
Civil Service Commission	Anthony W. Hudson, Director of Personnel and Labor Relations
Commission on Civil Rights†	Joseph Zambrano, Personnel Officer
Defense Supply Agency*	George F. Brennan, Director, Civilian Personnel
District of Columbia Government	Donald H. Weinberg, Personnel Officer
Environmental Protection Agency	Charles S. Barden, Jr., Director, Division of Personnel Management
Equal Employment Opportunity Commission†	Ronald B. Krueger, Personnel Officer
Export-Import Bank of the United States†	Donald Poch, Agency Personnel Officer

Agency—Cont.	Name, title—Cont.
Farm Credit Administration†	Richard J. Petersen, Director of Personnel
Federal Communications Commission†	Delbert H. Flint, Director of Personnel
Federal Deposit Insurance Corporation†	Floyd E. Tift, Director of Personnel
Federal Home Loan Bank Board†	Frank G. Healey, Director of Personnel
Federal Maritime Commission	Ashton C. Morris, Director of Personnel
Federal Mediation and Conciliation Service†	Ruth M. Wunsch, Chief, Personnel Division
Federal Power Commission†	C. L. Fike, Director, Office of Personnel Programs
Federal Reserve Board†	Ronald G. Burke, Director, Division of Personnel Administration
Federal Trade Commission†	David L. Shannon, Acting Director of Personnel
General Accounting Office	Leo Herbert, Director, Office of Personnel Management
General Services Administration*	James W. Hardgrove, Director of Personnel
Government Printing Office	William A. Hammill, Director of Personnel
Interstate Commerce Commission†	Curtis F. Adams, Director of Personnel
Library of Congress	Robert W. Hutchison, Director of Personnel
National Aeronautics and Space Administration*	Raymond J. Sumser, Director of Personnel
National Credit Union Administration	Dennis Leber, Director of Personnel
National Foundation on the Arts and Humanities†	David C. Johnstone, Personnel Officer
National Labor Relations Board†	Richard C. Crawford, Director of Personnel
National Science Foundation†	Robert T. Preston, Personnel Officer
National Security Agency	Joseph P. Burke, Director of Civilian Personnel, Fort George G. Meade, Md.
Office of Economic Opportunity†	Randolph G. Johnson, Director of Personnel
Office of Emergency Preparedness†	Charles D. Pierce, Director of Personnel
Office of Management and Budget†	Harry H. Flickinger, Personnel Officer
Panama Canal Company	Edward A. Doolan, Personnel Director, Balboa Heights, Canal Zone
	Thomas M. Constant, Secretary, Washington Office
Railroad Retirement Board	Clifford L. Rasmussen, Director of Personnel, Chicago, Illinois
	John C. Ficerai, Liaison Assistant
Securities and Exchange Commission†	Albert Fontes, Assistant Director of Personnel
Selective Service System	R. F. Wisniewski, Manpower Administrator
Small Business Administration	Carl E. Grant, Director, Office of Personnel
Smithsonian Institution	Vincent J. Doyle, Director of Personnel
Tariff Commission	Robert A. Kliefoth, Personnel Officer
Tennessee Valley Authority	Robert J. Betts, Director of Personnel, Knoxville, Tenn.
	Betty Godfrey, Supervisor, Administration Services, Washington Liaison Office
U.S. Arms Control and Disarmament Agency†	Allan K. Summers, Acting Personnel Officer
U.S. Information Agency	Lionel S. Mosley, Assistant Director for Personnel and Training
United States Soldiers and Airmen's Home	Col. Ernest L. Janes, Personnel Officer
United States Tax Court	Robert J. Moliski, Deputy Executive Director
Veterans Administration*	Irene Parsons, Assistant Administrator for Personnel

*These departments and agencies constitute the "Undersecretaries Group," that is, the Undersecretary and Personnel Director from these departments and agencies meet annually on a one-to-one basis with the Chairman of the Civil Service Commission, the CSC Executive Director, and principal CSC program directors. The remaining IAG members meet at least once a year, also on a one-to-one basis, with the IAG Vice-Chairman.

†These IAG members make up the "Small Agencies Group." This group meets twice a month to discuss problems unique to small agencies. The Civil Service Commission is frequently represented at these meetings by the IAG Vice-Chairman and other CSC staff members as appropriate.

Equal Employment Opportunity

An 18-minute slide-tape presentation is now available that presents the procedures for processing complaints of discrimination from Federal employees or applicants. It explains in detail the stages in the complaint process from informal counseling through the investigation and hearing; and appeals to the Civil Service Commission and Federal District Court.

The slide-tape presentation is designed to orient managers and supervisors on the discrimination complaint process and to familiarize employees with their rights and responsibilities.

Produced by the Equal Employment Opportunity Training Institute in CSC's Bureau of Training, the slide-tape kit may be purchased for $8 from:

The National Audio-Visual Center
General Services Administration
Washington, D.C. 20409
Attn: Richard Simpson

Statistical Summary—Agency Training Activities

For FY 1972, Federal agencies reported 945,730 instances of training, a decline of 2.3 percent from the FY 1971 total of 967,619.

Summary data showed the following highlights:

☐ *Source of training*

Non-Government long-term training decreased by 231 instances, or 14 percent. This is the fourth consecutive year that the use of this source of training has declined. Interagency training increased by 3.1 percent and was the only source of training whose use did not decrease during FY 1972.

☐ *Type of training*

Professional and "other" types of training declined by 15.7 percent and 3.0 percent respectively. Technical and administrative training increased by 2.9 percent and 1.2 percent respectively. Technical training continued high, accounting for 40 percent of all training given in FY 1972.

☐ *Length of training*

The average length of a training program was down slightly to 49 hours from the FY 1971 average of 50 hours. Taken as a group, Federal employees spent 1.14 percent of their available working hours in training.

☐ *Training by sex*

(Note: Unfortunately, Federal employee population data by sex was not available in formats comparable to those used for the collection of training participation data. For this reason, training by sex will be discussed only in the context of total training participation, and not in relation to Federal employment.) Men accounted for 72.6 percent of all training participants, women for 27.4 percent. For white-collar employees, the comparable figures were 69 percent and 31 percent. Of all the blue-collar employees trained, 95 percent were men, 5 percent were women.

☐ *Training by pay plan*

General Schedule employees accounted for 63 percent of all Federal employees and 76 percent of all instances of training. Only employees in grades GS-5/8 showed an increase in participation over FY 1971. Wage System employees represented 29 percent of total employment and 14 percent of all instances of training. Other pay systems accounted for 8 percent of total Federal employment and 10 percent of the training participation.

☐ *Expenditures for training*

Reported training expenditures increased from $200,271,208 in FY 1971 to $221,937,438 in FY 1972—for an increase of 10.8 percent. The average expenditure per employee trained was $235, an increase of $28 over the FY 1971 average of $207.

Executive Training

An increased interest in executive training, arising partly from recent OMB and CSC guidelines and partly from agency recognition of the importance of training in the executive development process, has created a strong demand for a wide range of courses designed for executives and "high potentials." In response to this demand, the General Management Training Center has developed a series of seminars focusing on the executive and his or her role in the organization.

The series consists of two residential courses, *Team Building for Organizational Effectiveness* and the *Executive Leadership Seminar,* and three courses taught in Washington, D.C., the *Organization Development Seminar, Management by Objectives,* and *Developing Subordinates: The Coaching Role of the Executive.* All five are based on four assumptions: (1) development of executives is critical to organizational effectiveness, (2) the training of individual executives is most productive when such training is part of an organization-wide effort, (3) in looking at the role of an executive, a systems approach will provide the greatest insights, and (4) to be most useful, the individual courses in a series such as this have to be integrated with one another.

The emphasis in all the courses is on experiential learning and the practical utility of the courses to the executive. Additional information can be obtained from the General Management Training Center by calling 202/632-5662. —*Vi Pagos*

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GSA

Federal Graphics Panels

Design experts evaluate graphics of seven Federal agencies: CSC—Federal Graphics Coordinator Jerome Perlmutter discusses covers held by Louis Dorfsman, CBS. Others are Bradbury Thompson (left), graphics designer; Barbara Street, National Endowment for the Arts (NEA); David Housman, NEA; C. Kent Slepicka, GSA; and Dr. Henry Schulte, Syracuse University. Agriculture—Mr. Perlmutter (left); Malcolm Grear, Rhode Island School of Design; Dr. Walter Graves, Today's Education; Walter Allner, Fortune; Robert Southee, Commerce; and Barbara Street. GSA—John Massey (left), Center for Advanced Research in Design, and Thomas J. Gormley, Cooper Union. FDIC—Harry H. Stone (left), American Greetings, and Andrew Kner, New York Times. Commerce—Carl Purcell (left), State Department, and Harry Diamond, Exxon, view representative array of graphics. VA—Werner Pfeiffer, Pratt Institute. Labor—Jacqueline Casey, MIT Press, and Allen Hurlburt, graphics designer.

Commerce

FDIC

Federal Design Initiatives

by
NANCY HANKS
Chairman
National Endowment for the Arts

VA

Labor

THE FEDERAL GOVERNMENT'S Design Improvement Program, initiated by President Nixon in May 1972, has far-reaching implications for all Federal employees. The design improvement initiatives made possible through this program mark the first time in the Nation's history that the Federal Government has acknowledged its responsibility to encourage design excellence in its buildings, offices, and graphics materials.

The Federal Government—the country's largest builder, landlord, and printer—has embraced the design necessity.

We are not talking only about appearance and visual attractiveness. Since communication is the primary purpose of graphic design and published materials, the Federal Government has a most important responsibility to make that communication as effective as possible to the citizens it serves.

The Federal Design Improvement Program consists of four interrelated efforts:

☐ Federal design assemblies for Federal artists and administrators sponsored by the Federal Council on the Arts and the Humanities.

☐ Review by the Civil Service Commission of the selection procedures for recruiting, hiring, and training design professionals.

☐ Review and expansion of the "1962 Guiding Principles for Federal Architecture," under the direction of the National Endowment for the Arts.

☐ Implementation of a graphic design program for Federal graphics and publications, also under the direction of the National Endowment for the Arts.

Each of these programs is well underway and has generated a great deal of interest both within the Government and from design professionals outside Government.

Lani Lattin, NEA; C. Kent Slepicka, GSA; and Walter Roth, National Park Service.

Nancy Hanks, Chairman, National Endowment for the Arts, and Ziv Remez, Director, Bureau of Recruiting and Examining, CSC.

Leonard Garment, Special Assistant to the President.

Federal Design Assemblies

The First Federal Design Assembly held last April was the initial element in raising the level of awareness and understanding about design among Federal administrators. The Assembly's theme, "The Design Necessity," examined the necessity for design in visual communications, interior and industrial design, architecture, and the landscaped environment. The 10-point statement defining the theme emphasized design as an essential component of performance. It goes like this:

☐ That there are sound, proven criteria for judging design effectiveness.

☐ That design is an urgent requirement, not a cosmetic addition.

☐ That design can save money.

☐ That design can save time.

☐ That design enhances communication.

☐ That design simplifies use, simplifies manufacture, simplifies maintenance.

☐ That the design necessity is recognizably present in projects ranging in scale and complexity from a postage stamp to a highway system.

☐ That the absence of design is a hazardous kind of design. *Not* to design is to suffer the costly consequences of design by default.

☐ That, on any given project, designers and Government officials have the same basic goal: performance.

☐ That effective design of public services is itself an essential public service.

"The Design Necessity" theme is documented in a casebook of 25 federally initiated projects, an exhibit based on the casebook, and a 12-minute animated film entitled "What Do You Mean by Design?". Each of the projects included in the casebook exemplifies effective design performance. (The casebook can be purchased directly from MIT Press, Cambridge, Mass. 02142, at $6 a-

Lee Treese, CSC; Don Holum, CSC; Boykin A. Glover, Defense; Jerome Perlmutter, NEA; and David Granahan, Agriculture.

Walter Roth, National Park Service; Bill Irvin, CSC; and Robert McKendry, GPO.

Employing Design Professionals

CSC and NEA people consider personnel aspects of the program to upgrade Federal design quality. A special task force made up of people from CSC, other Federal agencies, and private industry is reviewing existing procedures for recruiting, hiring, and training design professionals. This includes review of the need for expert rating panels to review credentials and portfolios of applicants for design positions and for training programs for design professionals employed by agencies. Don Holum, Director, Office of Examination Plans, CSC, is task force chairman.

piece. More information on the exhibit and film can be obtained by writing or calling the Federal Council on the Arts and the Humanities, 202/382-6841.)

During the Assembly's sessions I did not hear the word "beautiful" used once although we were shown many examples of handsome projects. The Assembly's presentations, which included a keynote address by Rawleigh Warner, Jr., Chairman, Mobil Oil Corporation, and speeches by 11 well-known design professionals, stressed demonstrable design performance in response to human needs.

Another recurring point made by the Assembly's speakers was the importance of a personal commitment to design improvement and excellence from top administrators and their staffs within each Federal agency. Effective design programs implemented in the private sector, including those of IBM, Westinghouse, and AT&T, are the result of a tireless commitment from corporate executives.

If the Government's efforts to upgrade the quality of Federal design are to succeed, Federal administrators must become personally involved. Unless Federal executives are convinced that design is essential and unless they are willing to back this commitment with their prestige and position, the potential of the Federal Design Improvement Program will not be realized.

The enthusiasm and interest generated by the Assembly among the more than 1,000 Federal administrators and designers attending are evident in their evaluations of the program. The overwhelming response from these participants has been one of excitement with design and recognition of how it can assist them in communicating, together with a desire to see future Assemblies explore other dimensions of design awareness.

Warner.

Federal Design Assembly

The first Federal Design Assembly, a 2-day session on better design for the Federal Government, met April 2 and 3. It drew professional designers, Federal administrators, representatives of State governments, and observers from five foreign govern-

Bass and Dorfsman.

Talented Federal Design Personnel

Without the resource of talented design personnel, however, the commitment of administrators to design performance goals, no matter how strong, will be frustrated. The Civil Service Commission's review of procedures for attracting and hiring qualified design professionals to Federal service is critical to the success of the Government's efforts to upgrade the quality of Federal design.

The Commission's Task Force, chaired by Don Holum, Director of CSC's Office of Examination Plans, is composed of eight Federal representatives and two design professionals outside the Government. Major areas of review by this Task Force include the need for establishing expert rating panels of design professionals to review credentials and portfolios of applicants for design positions; the need to make known to potential candidates that the Federal Government is doing exciting things in design; and the need for design awareness courses and programs for Federal administrators.

I believe the Civil Service Commission Task Force's study and recommendations can make an important contribution to insuring that talented, qualified designers are brought into Federal service—designers upon whom administrators can rely to implement effective design programs.

Federal Architecture Study

With more than 25 Federal agencies directly involved in construction programs, it is important that the Federal Government review and expand the "1962 Guiding Principles for Federal Architecture." A distinguished task force of designers and recognized advocates of enlightened architecture and design has been appointed to conduct this review. The Architecture Study Task Force will make recommendations to the President that address the design aspirations, purposes, and processes of the Federal Government in its building activities.

The study will cover a wide range of design concerns, including architecture, landscape architecture, interiors, urban design, industrial design, historic preservation, and mixed uses of public buildings and art in public places. The designers have been appointed from 20 Federal agencies having sizable building programs to assist the Task Force and research staff in understanding their respective agencies' design and construction procedures.

Federal Graphics Improvement Program

Federal graphics and publications are more ubiquitous than Federal buildings and are the Government's chief means of communicating its services and programs to its citizens. Seven Federal agencies are actively participating in the first round of a program to improve the appearance and efficiency of their graphics and publications. Panels of commercial and Government communication and

ments. Speakers included Rawleigh Warner, Jr., Chairman of the Board, Mobil Oil Corporation; Saul Bass, designer, film maker, and corporate identification specialist; and Louis Dorfsman, Vice President for Advertising and Design, CBS/Broadcast Group. Helping to keep the Assembly running smoothly were J. Carter Brown, Chairman, Assembly Task Force; Ivan Chermayeff, Assembly Co-Chairman; and Lani Lattin, Assembly Coordinator. Mr. Chermayeff, partner in a New York graphics design firm, also was a panelist at the case study sessions—along with the other Assembly Co-Chairman, Richard Saul Wurman, partner in a Philadelphia architectural and urban planning firm; Larry F. Roush, GSA; and others.

Brown, Chermayeff, and Lattin.

Case study session: Roush (water), Wurman, Chermayeff, and others.

design experts have evaluated the graphics portfolios of these agencies, and provided them with a basis for achieving design excellence. Agencies participating in the first phase of this program are the Departments of Agriculture, Commerce, and Labor, the Civil Service Commission, Federal Deposit Insurance Corporation, General Services Administration, and the Veterans Administration.

We know that civilizations are remembered by how their buildings and roadways looked, what their people wore, the shape of their artifacts. Each of us within Federal agencies has an opportunity to help shape what our Government will be remembered by. Each of us has the opportunity, through our daily decisions, to put the Government in a position of design leadership. With the commitment of its administrators and its design professionals, the Federal Government's design improvement initiatives *can* be achieved.

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Federal Architecture Project

An ad hoc task force of distinguished designers has been appointed to revise and expand the "1962 Guiding Principles for Federal Architecture." Project principals include Lois Craig, Research Director, and Bill Lacy, Executive Director. Agency designees to the project include Casper F. Hegner, VA; Herbert Brezil, Atomic Energy Commission; James Webster, Justice; Ted Porter, Army Corps of Engineers; and Jim Bartlett, HEW.

Craig and Lacy.

Agency designees Hegner, Brezil, Webster, Porter, and Bartlett.

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THE TRAINER AS A PROFESSIONAL MANAGER

requirements . . . resources . . . prospects . . .

by CHESTER WRIGHT and RUTH SALINGER

FOR MANY YEARS, those of us in the training profession have taken great pride in the programs we have developed to make better managers of those we serve. Success in our various enterprises has brought with it increased staffs, larger and better equipped facilities, and the inevitable requirement that we ourselves become better managers. It is with considerable embarrassment that we note that, like the shoemaker's children, our own feet are bare. It is not reassuring to find, after all these years of piously urging others to adopt the most modern management techniques, that the training enterprise itself is frequently managed on a catch-as-catch-can basis.

The Trainer as a Professional

While the circumstance of professional trainers falling into the late-blooming category as managers may be the cause for some chagrin, it is an understandable development. The trainer, as in the case of any professional, tends to view himself as a professional first and as a manager second, if at all. This is hardly surprising since most of his organizational rewards and recognition from his colleagues are generated through his activities as a trainer. The entire structure of professional recognition is based on activities such as writing, addressing groups of his colleagues, and best of all, by developing a widely recognized and emulated training technique or approach.

On the other hand, when was the last time you heard one training man say admiringly of another, "He certainly develops an accurate budget"? The professional trainer tends to be directed toward improving his skills as an instructor, his skills in the use of training technology, his knowledge of the latest in training theory or training techniques. On the other hand, he sometimes seems almost to take a perverse pride in his ignorance of the elements of financial management.

Quite aside from the natural tendency of professionals to be preoccupied with their own profession, there has been a second deterrent to the development of the trainer as a manager. Training is indeed a unique enterprise and requires unique methods and processes for its successful planning, operation, control, and evaluation. The development of special processes of this sort is expensive and time consuming. While herculean individual efforts have contributed much, no organization has been willing to make the sustained commitment necessary to develop a complete training management system.

Managing the Training Enterprise

The U.S. Civil Service Commission has now made this commitment. An interdisciplinary staff of experienced trainers and management experts has been assembled and is dedicated to the sole task of researching, developing, testing, and making publicly available highly articulated systems and procedures for managing the training enterprise.

MR. WRIGHT is Chief of the Office of Evaluation and Management Systems, Bureau of Training, U.S. Civil Service Commission. An analyst who moved into the field of management sciences training, he is widely identified with the introduction of Planning-Programming-Budgeting Systems. He is coauthor, with Michael D. Tate, of the recently published book, *Economics and Systems Analysis: Introduction for Public Managers.*

MRS. SALINGER is a Personnel Psychologist in the Office of Evaluation and Management Systems. Most of her research has been in the area of organizational behavior and intrinsic motivation.

In Fiscal Year 1972, 945,730 Federal employees received some sort of formal training. This effort was supported by over 7,000 Federal employees engaged in full-time training activities. Over $221 million were spent in this undertaking, and this figure does not take into account the cost of facilities, participant salaries, the cost of contributed instructor time, or the cost of on-the-job training. No reliable figures are available on the training of State and local government or private employees. Judged by any standards, training has become a major industry and clearly deserves more attention to its unique management characteristics and requirements than it has received up to now.

We have been at this job for 2 years. We will be at it for several more. We have completed important major segments of a complete training management system and are at work on others. Since our views, either as to management performance or expanded professional responsibilities, are by no means universally shared, and since, unfortunately, we are not the sole possessors of the truth, we are eager to share and test our findings with our colleagues. What follows is in the nature of a report of where we have been, where we intend to go, and what we think is the best way to get there. It is also a standing invitation to contribution and criticism.

The Trainer as a Manager

A useful distinction can be made between the perspective of the trainer as a professional and the trainer as a manager by asserting that the primary focus of attention of the professional is on training as a process, while that of the manager is on the impact of that process on organizational outputs. The professional is concerned with the most effective method of bringing about a change in individual or group behavior. The manager is concerned with the contribution of that change to the efficiency of the organization. Nothing in this is meant to indicate that the development of a management perspective means the abandonment of professional standards. It does mean that the manager has accepted a reordered set of priorities.

If the manager is successful in translating this more useful attitude into the methodology of his training operation, it is bound to bring about a greatly expanded role for the training professional. We would expect more and more to see the trainer moving out of the classroom and performing as a consultant in those areas where problems can be solved through training or development programs.

The Training Process

While it should be evident that it is hard to be a good manager without the tools, there is little to suggest that the higher levels of organizational management systematically encourage the acquisition of management tools by the training staff. The reason this usually is not done is that we seldom specify what a training program is expected to accomplish in managerial terms; that is, changing the behavior of employees back on the job.

It is a rare circumstance, indeed, when the whole process of training is actually followed from start to finish. That is, where a line officer identifies a performance deficiency in relation to the way the work he is responsible for is being carried out. Where, following this, he consults a training specialist and the training specialist analyzes the work performance, identifies specific performance requirements, and isolates the particular deficiency that is causing the problem. Where the trainer then proceeds to determine if the problem is amenable to training and, if it is, either recommends a training program or designs a training course specifically constructed to remedy that behavioral problem back on the job; where he then trains the employees, returns them to the job, and follows on to see that the changes he planned for are actually being carried into effect.

Now without the process we have just described—and particularly without the first part of it, without the

precise specifications of the behavior you are trying to change and the behavior you expect to see as a result of the change effort—effective evaluation of training management simply is not possible.

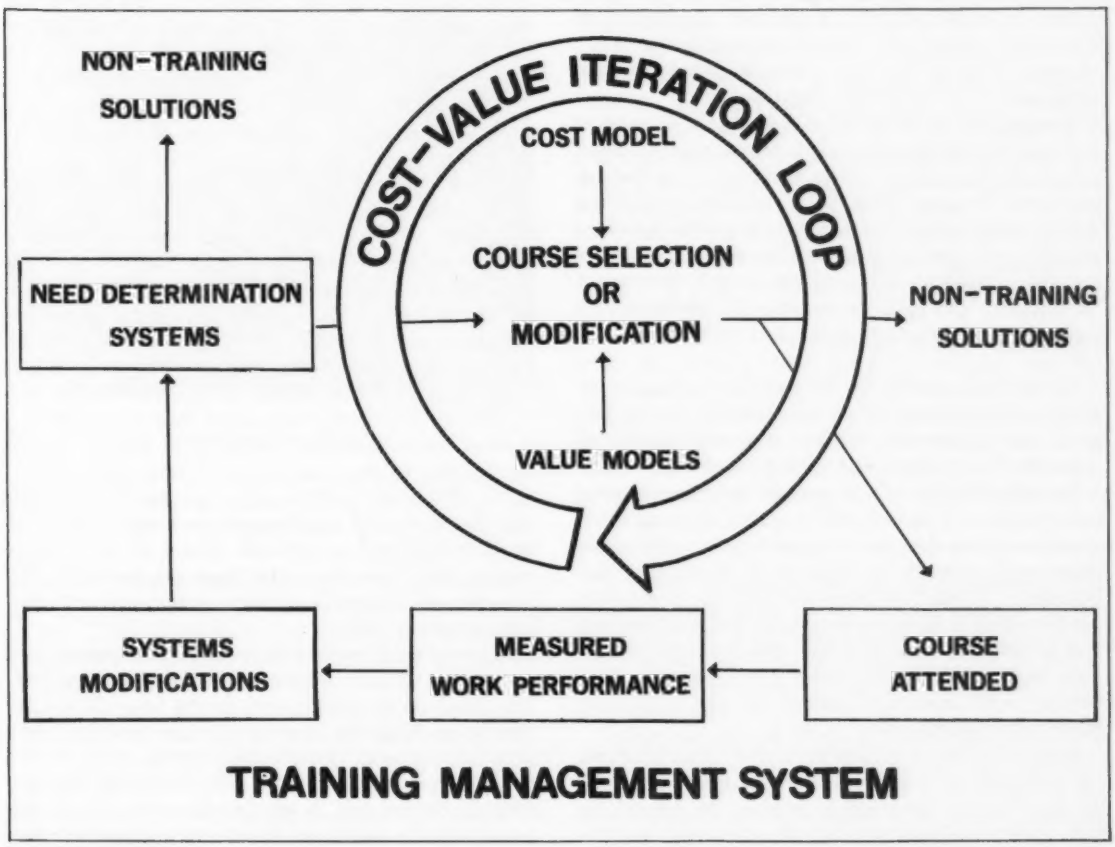
Another element is being introduced in this picture, an element which not just training managers but government managers in general have not given due consideration—and that is the element of cost. That doesn't mean cost in some general sense, but cost closely related to a particular output. Training managers, Federal managers, managers in State and local governments, for years have been concerned with the total cost of operations in terms of gross magnitudes, that is, more or fewer dollars for these operations. But it has been unusual where a complete cost picture has been identified and directly associated with some specific output.

In the case of training, this would mean the cost of effecting a change in employee behavior back on the job. This sort of precise tie-in between the cost and the benefits of training increasingly is being expected, and in many cases is starting to be demanded, of the training manager. Things have come to a pretty pass when it's not enough to prove that you are changing employees, but also when you have to provide information as to how much that change costs and further to face the question of whether the change, and the benefits growing out of that change, are greater than the cost of effecting it.

From our point of view, this is bitter but excellent medicine, and we think we are in a position to provide a certain amount of sugar coating to make the medicine go down. We have either developed or are well along toward developing a set of management tools that can serve not only to make the trainer a better manager but also to make him a manager in the very special sense that we have been describing here: the sort of manager who assembles resources in order to deliver a set of services and who is concerned with the cost of these services in relation to changes they can bring about in either the quality or the price of the product that the organization delivers.

Training Management Tools

The first of the management tools we have developed is a Training Cost Model, which is now being introduced in a number of agencies. The Training Cost Model enables a manager to predict with great accuracy the cost of a proposed training course or courses. (Ed's



Note: For a further discussion of the Cost Model, the reader should refer to "Anatomy of a Model," by Joseph Cerio and Ruth Salinger, in Vol. 13, No. 1, of the *Journal*.)

We have completed the first of a series of three training value models. Each one will apply to a particular category of training. Used as appropriate, they will allow a training manager to project the value to the organization of a proposed course or series of courses.

The first of these three value models is aimed directly at training associated with improving productivity in terms of either quantity or quality of delivered goods and services. This type of training forms better than half of all the training delivered within the Federal Government, and ranges from such production-line activities as the processing of social security payments to such professional activities as the preparation of legal briefs for pure food law violations. From Training Value Model I we are confident the training officer can provide management with an expected dollar value that a training course will return to the organization. That figure, when compared with the output of the Cost Model, provides a classic cost/benefit analysis.

Training Value Model II will be directed toward assigning a relative ranking position and organization priority to training that is focused on improvement of upper-level management. In this value model we expect to apply some of the more advanced techniques presently associated with market research.

Training Value Model III will address itself to training designed to accommodate expected change, demographic changes either in the work force or in the customers of the organization that the training function serves. It will also address changes in public tastes and attitudes and appetite for government services, as well as changes in national policy and the overall direction of government. This particular model will probably employ fairly standard processes in the area of operations research.

While Value Model III will not give us positive assurance of the outcome of a future-oriented training program, it should provide for us a very clear picture of where the big problems and the big payoffs lie.

Growing directly out of each of the three training value models will be an interlocking training needs determination system designed to assess training needs associated with each of the three areas of training just described. To date, we have done only the preliminary work on these training needs systems, but firmly believe that the work we've done so far—plus the work we have done on the value models—makes it very clear that these training needs assessment systems are well within our grasp technologically.

As each of the management tools is completed, we will continue the practice that we have initiated with the Cost Model. They will be released for general use with appropriate publicity, as well as training and installation assistance to those users who are kind enough to assist us with the final testing. Following this, each model in turn will be picked up as a regular instructional package by our operating training centers and will become one more item in their arsenal of advanced management techniques.

The Results

One result that we anticipate from the development and utilization of models for training cost, value, and needs determination is a new look at in-course technology—its application and appropriateness under various circumstances. As mentioned previously, we believe that the professional aspects of in-course technology are in good hands. It is our belief that well-equipped trainers are quite aware of which course procedure or technique is likely to produce the greatest result as far as change in participant end-of-course performance is concerned.

We also believe, however, that our tools are going to cause a revision in thinking about the appropriateness or inappropriateness of certain technology. We think that in this new light "better" will tend to have a different meaning than it does now. We believe that a determination as to which is the better technology will be directly related to a cost/benefit assessment of various technologies in relation to the total impact of the training program on the organization's product.

In some cases this may well mean that the more expensive technology is better in terms of the ultimate change it can effect in the cost or quality of an organization's delivered output. In other cases a course technology or procedure that produces less than optimum results, in terms of measured behavior alone, may well be the chosen course of action because the difference in benefit to the organization between the more and less expensive procedures does not justify the additional cost.

Now it may seem to some that we have proceeded in a somewhat backward fashion, going from cost to value to training needs. But we would counter that in our opinion we've proceeded exactly as we should, that in fact training needs do not exist apart from both cost and value. We would further assert that one of the major problems associated with bringing training into the fold as an integral part of the total system of management within most organizations has been the persistent illusion that training needs somehow exist outside this ultimate economic reality.

We realize, of course, that no single management tool works in a vacuum. However, the necessary feedback loop for systems modification should be a fairly easy item to construct once the essential linkages established by a training needs determination system, value model, and cost model are established. We do believe that this feedback loop should be routinized—that is, it should not be episodic but should be an ongoing reporting sys-

tem that returns to the trainer information that will be useful both in altering in-course methodology and in improving the models themselves.

What we have in mind here is a continuing "real time" process, not something that only occurs after a training program is over. We are not particularly concerned about systems modification from the standpoint of difficulty, however, since the essential elements of evaluation and reporting are contained in the detailed system that we are in the process of constructing. Once precise determinations are made about expected employee performance—the value of that performance and the cost of achieving it—what remains to be constructed is not so much an evaluation system but a management information system.

From this vantage point it seems clear that the long-standing difficulty with constructing an adequate system for evaluating training grew inevitably out of neglect for the front end. Without the sort of specificity about needs, cost, and value that our models promise, it is difficult to imagine how anyone could produce more than a superficial program for training evaluation. With what we propose to provide it is equally difficult to see how anyone could fail.

The Training Management System

When we put all these various elements together, we will have a system to assess training needs along three major categories—training needs associated with change; training needs associated with management development; and training needs associated with improving the quantity/quality of the productive effort of the organization. (This is not to say, of course, that managerial performance is not associated with productivity, but we recognize that the association is not sufficiently direct for specific elements of managerial behavior to be directly associated with changes in organizational productivity.)

Following on from each of the three needs determination systems will be a method for assessing the value to the organization of a training program that will meet these asserted needs. Finally, having established both the theoretical need and the potential value of the program, a cost model can be run against various methods of training. From the output of the cost model, coupled with the appropriate value model, a cost/benefit analysis can be produced.

We are well aware that in certain instances we will be left in the position of comparing dollar costs with non-dollar values but see no way around this anomaly. We consider the ability to make this sort of cross-eyed comparison better than not being able to make any comparison at all. Growing out of each of these three linked systems is the necessary and procedurally simple requirement for an information feedback loop to provide for systems modifications.

We believe these four elements—needs, cost, value, and feedback loop—are the essence of a complete training management system. It is a system that allows the training manager to relate directly to the major issues and problems of the organization. It allows him to deal with the rest of management on their own terms—that is, in terms of value returned to the organization on proposed investments. It allows him to assess his own performance, or to be assessed by management, in the same light that is on line managers. He can be judged on the basis of the effectiveness with which he distributes the resources available to him to produce goods and services of benefit to the organization.

It seems to us that what we propose to develop provides the training manager the tools to do a first-rate professional management job in his organization. It is a system that removes him from a sheltered status and permits him to gain in the eyes of top management of the organization the respect and consideration that any other confident and aggressive manager would seek.

We hope this system will go a long way toward doing away with the reluctance of trainers to enter into the spirit and activities of professional management. We believe that it will encourage the training manager to get the drawing board out of his office, and when he is placed in a position of management responsibility, that it will cause him to start doing the thing that he is always telling new supervisors they should do: really identifying himself with management and, in turn, being identified by other managers as one of their own.

Other Training Needs

It should be evident that the training management system will not cover all the training needs of an organization, nor is it intended to do so. Two substantial categories of needs are excluded: individual or special purpose one-shot training, and the development needs of professionals.

In the first instance, if you get a new machine and no one knows how to operate it, you don't need a formal system to suggest that it might be a good idea to call in a manufacturer's representative for a little training.

As for strictly professional development, we feel that

is best left to the professionals themselves. They should propose and enforce their own standards for training as they do for other areas of professional conduct. If they find they need to call in members of *our* profession to assist in that process, we would be honored. (Incidentally, the Commission defines a professional as a person working in a field with a formal educational requirement. We do not have such a requirement for the employee development specialist and other quasi-professionals, such as budget analyst, and it may be time we looked into it.)

If the time ever comes when there are degree programs in training and development, that era is a long way off. In the meantime there is ample opportunity for improvement with the material at hand. As we indicated at the start of this discussion, it is difficult to see how the trainer could improve his management performance without expanding his professional role as well. A great deal of what we had in mind has been stated implicitly during the development of our rationale; however, a brief summary might be useful.

The View Ahead for the Training Manager

We see three major developments in the role of the trainer, and many of the more capable people in the field are already filling these roles to a greater or lesser extent.

☐ Specifically, we see a much more intimate working relationship between the trainer and the line official. There is no particular organizational reason why the training function belongs in the personnel office. Physically, the trainer belongs on the shop floor.

☐ Second, the organization of training programs is apt to be substantially altered—with much greater emphasis being placed on training that can be conducted close to the worksite and with a comparative reduction in formal classroom training.

☐ Third, we expect the trainer to learn and start employing many of the techniques for analyzing work presently reserved for the management analyst and industrial engineer. The young supervisors coming up now have been to school, too. They know about human relations. We are going to have to offer them something better than Theory X and Theory Y.

We believe, of course, that the training profession will benefit greatly from these developments. The ultimate beneficiary, however, is the total social organization. If the members of our society can be trained on a continuous basis to realize their full potential as useful members of society, and the organizations that we create are fully effective, then both the goods and services that are available to society and the leisure time to enjoy these goods will be multiplied. We can't do this alone, but we can be important contributors to these goals. And we can look forward to saying with great pride, "I am a professional training manager." #

EQUAL OPPORTUNITY

EEO Complaint Activity Since Passage of P.L. 92-261

Passage of the Equal Employment Opportunity Act of 1972 strengthened the Federal discrimination complaint system, with the result that the system is working at top efficiency to assure equal opportunity.

Since the signing of the Act by President Nixon on March 24, 1972, the number of persons using the system has increased significantly. The system has afforded an opportunity to assure that employees are treated fairly on employment matters with which they are concerned.

Shown below is a comparison between complaint activity statistics for the 12-month period prior to the law (April 1971 to March 1972) and those for the 12-month period after the effective date of the law (April 1972 to March 1973):

	Before	*After*
Persons contacting counselors	15,708	23,142
Persons receiving corrective action from counseling	6,567	10,048
Basis for contacting counselors:		
race/color	11,250	14,514
sex	3,227	5,413
national origin	889	2,620
religion	342	605
Formal complaints filed	1,863	2,354
EEO hearings	379	656

Figures for the first three quarters of FY 1973 (July 1, 1972, to March 31, 1973) indicate that of the persons contacting counselors, 45 percent received some corrective action as a result of the informal counseling. Less than 10 percent of the persons seeking counseling went on to file a formal complaint, and of those filing formal complaints approximately 36 percent received some corrective action. Discrimination was found in approximately 9 percent of the cases and culpable individuals were identified and disciplined in approximately one third of the cases in which there was a finding of discrimination. About 25 percent of the formal complaints went to hearing.

—Office of Federal Equal Employment Opportunity

"If one purpose of the Act (IPA) is to permit a State government to borrow expertise which it does not have, to improve governmental operations, this assignment was a real success story," said New Mexico Governor Bruce King in describing the completion of one of the early mobility assignments under the Intergovernmental Personnel Act.

"To borrow expertise"—that is the key phrase describing the mobility provision for the interchange of experts from one level of government to another to solve mutual problems. This provision, embodied in title IV of the IPA, is the authority used by the three levels of government in borrowing the expertise necessary to improve their operations.

During the first 2 years of the intergovernmental assignment program, nearly 700 assignments have been initiated. Utilized by all major Federal agencies, every State, many local governments, and institutions of higher education, the program is one of the major elements in working toward New Federalism objectives.

Program managers or top executives of State and local jurisdictions and Federal agencies initiate assignment requests by:

☐ Addressing assignment proposals directly to a counterpart agency in another jurisdiction that shares a mutual concern in strengthening a particular program or solving the problem at issue.

☐ Addressing a proposal involving a "core management" skill to a Federal Executive Board or Federal Executive Association.

Direct initiation with a counterpart agency normally is used when officials of Federal, State, and local governments are already in contact with one another on programs of mutual concern, such as highways, housing, law enforcement, welfare, and education. A mobility assignment often will be negotiated as an extension of these existing relationships.

On the other hand, an assignment proposal is addressed to an FEB or FEA when a State or local official has identified a mobility need in a "core management" area where there is no program involvement and for which there is no single Federal source of assistance. Examples would be budget and fiscal management, management analysis, or personnel administration.

Current "core management" mobility assignments include:

☐ An employee of the Department of the Army's Munitions Command on assignment with the State of New Jersey's Department of Civil Service, as director of a project to develop a personnel system prototype for counties and municipalities in the State.

☐ An ADP expert from HEW on assignment with the State of Texas Department of Public Welfare. He is serving as the Assistant Commissioner for Management and Data Systems Administration, and his duties include providing direction to all management and data system activities.

☐ An employee from HUD on assignment with the State of Washington's Office of Economic Opportunity. She is an expert in records management, and her assignment includes helping to set up a State-wide information and referral service.

Mobility, however, is not a program limited just to the three levels of government. Almost 200 of the nearly 700 assignments made have involved the Federal Government and institutions of higher education. These assignments have involved 90 universities and 20 Federal agencies.

The chief executives of State and local jurisdictions are using the Federal expertise to upgrade and streamline their capacity to deliver services to the citizens. Conversely, Federal agencies are using State, local, and academic personnel in key positions where their fresh perspective brings a new dimension to Federal operations.

As a review, here are the ground rules pertaining to mobility assignments:

☐ Assignments can be made to or from Federal agencies, State and local governments, and private and public colleges and universities for any period up to 2 years. The assignments must be with the consent of the employee and for work of benefit to the jurisdictions involved.

☐ Employees can be assigned on a detail or leave basis. If on detail, the employee is considered on active duty. If on leave, the employee goes on the rolls of the receiving organization.

☐ No person-for-person swap is required, although this can and does happen.

☐ Federal employee salary, job rights, and benefits are protected, and travel and moving expenses are authorized.

☐ For State and local employees, title IV permits Federal agencies to pay the employer's share for certain fringe benefits, but job rights and continuation of benefit coverage remain the responsibility of the State or local employer.

☐ Program officials of participating governments arrange assignments. Cost of assignments, including salary, may be shared or borne entirely by either jurisdiction. This is subject to negotiation.

—Lea Guarraia

An elite corps

Native Firefighting Crews in Action

by ED HAMBERGER
Public Information Specialist
Bureau of Land Management
U.S. Department of the Interior

ORGANIZED FIREFIGHTING CREWS are the backbone of the Federal firefighting system. For a quarter century, a significant number of these crews have been American Indians, Alaskan Eskimos and Aleuts, and Mexican-Americans.

For some, jobs as firefighters provide a seasonal employment base. For others, as in Alaska, firefighting pay is practically the sole means of earning money.

An experienced firefighter on an organized crew may earn as much as $5,000 in the short fire season that generally runs from May through September.

The concept of using natives on a seasonal basis originated with the U.S. Department of Agriculture's Forest Service. The idea caught on.

With their fire suppression training, their lifelong experience of living on the land and close to its resources, and a certain esprit de corps, the native organized crews are highly regarded. They have become less outsiders called as a last resort, and are accepted more as full partners in the battle to subdue forest and range fires on Federal lands.

The Federal wildfire suppression effort encompasses three departments: Agriculture, Interior, and Commerce.

Local forces of either the Forest Service or Interior's Bureau of Land Management (and this may include native crews) often suppress fires without outside help. However, against the time when a local fire is too much for local forces to handle, both the Forest Service and BLM train smokejumpers.

BLM also administers the Boise (Idaho) Interagency Fire Center in cooperation with the Forest Service and the Weather Service. It is from the Boise Fire Center that the smokejumpers are dispatched, along with other logistical support for the Forest Service, BLM, and other Interior agencies.

SMOKEJUMPER, above, drops in on Alaskan forest fire, right.

The full fire suppression forces of these agencies combine to keep the organized crews at work.

There are now 160 20-man crews in operation, 30 of them in Alaska. The scarcity of trained instructors in Alaska and the scattered population have kept Alaska from having more crews. There are, however, an additional 1,000 natives who are experienced and available on an individual basis.

In their early history, organized native crews were fiercely loyal and competitive with other crews. Now the organized native crew may contain not just one ethnic group but a mixture. In the Southwest, it is becoming more and more common to have Indians and Mexican-Americans serving on the same crew.

The ethnic pride seems to be diminishing, and the crews are taking on a professional pride that assimilates them into an elite employment group without concern for tribal or community origins.

#

TOP QUARTETTE OF PHOTOS: Smokejumper trains at Fairbanks, Alaska. The Interagency Fire Center at Boise, Idaho. A PB-4Y2 dropping fire-retarding chemicals. And a Bell 204 dropping water. The chopper's "bucket" holds 450 gallons.

BOTTOM QUARTETTE OF PHOTOS: A native Alaskan crew boss calls in to sector control. Native Alaskan firefighters fight fire with water, retardant, a black spruce bough, and—in the next photo—with fire. Burning out this brush keeps the fire (final photo) from jumping the fireline.

Adverse Actions

Admissibility of evidence

The appellant alleged that the evidence used by the agency to support his removal for violating the agency's rules of conduct was obtained by an unauthorized wiretap and was, therefore, inadmissible in the administrative proceeding. He also alleged that since the investigation in his case was prompted by the unauthorized wiretap the entire action was void. The Commission's first appellate level allowed the evidence and dismissed the appellant's contentions.

The Board of Appeals and Review held that the evidence obtained by unauthorized wiretap should not have been accepted or, if accepted, should not have been relied upon once it was proved that it was illegally obtained based on court decisions in *Powell* v. *Zuckert*, 336 F2d 634, and *Saylor* v. *U.S.*, 179 Ct. Cl. 151. However, the Board found that only a portion of one charge was supported by the illegally obtained evidence. The Board, in affirming the Commission's first appellate level decision, held that acquittal on a criminal indictment does not invalidate an administrative removal action based on the same reasons as those in the indictment.

Advance notice under emergency procedures

In another case, the Board affirmed the Commission's first appellate level determination reversing a 30-day suspension imposed under the emergency procedures because the notice of proposed suspension failed to state the reason for invoking the emergency procedures with sufficient specificity and detail.

Reassignment involving reduction in compensation

An employee who was reassigned due to abolishment of her position, but who was not within reach for reduction-in-force action, appealed to the Commission's first appellate level because, by virtue of her reassignment, she lost her retained rate of pay. The appellant was entitled to the retained rate as long as she remained in the position from which she was reassigned. The first appellate level viewed the termination of retained rate of pay as a matter over which the agency had no choice and found that the reassignment was not an adverse action within the meaning of 5 CFR 752.201(b)(4).

On appeal, the Board agreed with the appellant that the reassignment was an adverse action because of the loss of the retained rate. The Board noted that, while an agency has no alternative but to terminate an employee's saved rate upon reassignment, the selection of an employee to be reassigned is at the option of the agency, except where the employee has been reached for reduction in force or requests the reassignment. When the reassignment is the moving cause of the reduction in compensation, it is an action subject to adverse action procedures unless, unlike the situation here, the employee was within reach for action by reduction in force.

Cause of action—indictment of employee

The Commission's first appellate level reversed the appellant's removal from the agency on procedural grounds. Specifically, the first appellate level found that the agency improperly based the removal action on a criminal indictment.

The Board affirmed the Commission's first appellate level finding that part of the advance notice referring to a criminal indictment did not state a cause of action. Such cause of action is defined as a recognizable offense against the employer-employee relationship—inherent in this definition is the requirement that a reason for the proposed adverse action, to be accepted as a valid cause, must describe some action, conduct, or behavior of the employee that the agency considers to be an offense against the employer-employee relationship. The fact of indictment alone does not satisfy the definition of cause. The Board also affirmed the first appellate level finding that the remaining part of the advance notice stating that the appellee was "involved" in the theft of mail was procedurally defective for lack of specificity and detail.

Equal Employment Opportunity

Scope of investigation

The complainant alleged discrimination based on national origin, arguing that he was not officially credited for work he performed on details and thereby was denied promotion. During the investigative process, a coworker stated that complainant had been subjected to derogatory name calling with implications of national origin. This statement was not looked into further by the investigator, but evidence concerning name calling was accepted at the hearing.

The Appeals Examiner found discrimination on both allegations and recommended that complainant be promoted to the next vacant GS-7 position, that appropriate action be taken by management to eliminate the derogatory name calling, and that intensive and continuing training in EEO matters be provided for management personnel. The Examiner's findings and recommendations were not accepted by the agency. In finding no discrimination, the agency pointed out that the matter of derogatory name calling was not pursued in the investigative process and suggested that it should not have been pursued in the hearing.

On appeal, the Board found that the acceptance of evidence at the hearing relating to name calling was proper since the hearing process is an extension of the investigative process. The Board reversed the agency, found discrimination based on the name calling, but concluded that the record did not establish that the complainant would have been promoted except for the discrimination. The Board recommended that the appropriate official issue a memorandum notifying all employees of possible disciplinary action against supervisors and employees who willfully disregard the EEO regulations.

Reduction in Force

Release from competitive level out of normal order

The agency abolished three nontrainee positions in a reduction in force. On appeal to the Commission's first appellate level, the contention was that another employee should not have retained trainee status. The Commission's first appellate level found that one employee had been improperly placed in a competitive level for trainees rather than in the corresponding competitive level for nontrainees, and held that if this employee had been properly placed, one of the appellants would not have been reached for reduction in force.

On appeal, the Board held that where an agency training program provides that a trainee must receive a promotion from each level after not less than 12 months, but before 18 months or be removed from the program, the provision must be uniformly applied. The Board found on review that three employees were improperly listed on the retention register for trainees when they should have been removed from the program, and therefore all of the appellants were improperly released since the reduction in force should have affected three nontrainee positions occupied by employees who were improperly listed on the trainee retention register.

Retreat rights

The appellant was changed to a lower grade position as a result of a reduction in force. The Commission's first appellate level found that the agency complied with the applicable reduction-in-force regulations in effecting the change to lower grade.

With respect to the appellant's retreat rights, the first level found that the appellant had not been promoted from or through the position in question and, therefore, could not retreat to it. It was further found that the only other position in the competitive level to which the appellant claimed retreat rights was vacant, and agencies are not required to fill vacancies in a reduction in force.

The Board noted that the position to which appellant claimed retreat rights was abolished and the incumbent thereof was reassigned to a vacant position in the same competitive level, effective on the same date as the reduction in force. The Board found the agency action did not abort the appellant's retreat rights and noted that the agency's action in reassigning the employee to the vacant position was in violation of the spirit and intent of the reduction-in-force regulations.

The effect of the agency action would have been the retention of an employee with less retention standing in a position for which the appellant had retreat rights. The Board also found that an employee has retreat rights to a position from which he was promoted even though that position was subsequently downgraded due to a classification error.

Separation During Probation

Enforced leave prior to separation

The appellant was placed in a leave-without-pay status by the agency pending termination during the probationary period. On appeal, the appellant claimed that she should receive compensation for the period during which she was in a nonpay status preceding written notice of termination.

While the Commission has no right to review an agency's exercise of its discretionary authority to administer the leave laws, when a *nonprobationary* employee alleges that he was improperly placed in a leave status in a personal disciplinary type situation, the Commission will review the matter to determine whether the action was tantamount to a suspension. Such a review would fall within the scope of Section 752B or C of the Civil Service Regulations, neither of which applies to probationary employees. As the Commission has no authority to review suspensions of probationers, the Board found the issue raised was not within the purview of the Commission's appellate authority in appeals under Part 315.806 of the Regulations.

Alleged forced resignation

Upon notification of a proposal to separate him during the probationary period, appellant submitted his resignation. The regional office considered appellant's allegation of discrimination because of physical handicap and found it did not meet the criteria that must be proved to establish such discrimination and, therefore, the appeal was not within the purview of the Commission's appellate jurisdiction.

On appeal to the Board, the appellant alleged his resignation was involuntary in that his judgment had been impaired when he submitted his resignation.

The Board found that the appellant could not create a greater right of appeal to the Commission by resigning than he would otherwise be entitled to had the agency-initiated action been permitted to run its course. Accordingly, the Board concurred with the Commission's first appellate level and found that the appeal was not within the purview of the Commission's appellate jurisdiction.

—William P. Berzak

A study of success . . .

Southwest Intergovernmental Training Center

by JOHN J. SCHOLZEN
Public Information Specialist
Office of Public Affairs, CSC

"With the Department of Labor, explore the feasibility of establishing an Intergovernmental Training Facility for upward mobility and skills training for Federal, State, and local careers in the Southwest, probably in San Antonio."

IN NOVEMBER 1970, President Nixon gave the U.S. Civil Service Commission a 16-point set of marching orders to improve hiring and promotion opportunities for Spanish-surnamed Americans at all levels of government.

The 14th point, quoted above, set wheels in motion on a venture that not only has been successful, but also has provided a classical view of interagency, intergovernmental, and interactivity cooperation at its best, and, for students of those things, a case history of positive bureaucratic response to administration direction.

A visitor to the Southwest Intergovernmental Training Center (SWITC) on the tranquil campus of St. Mary's University in San Antonio in the spring of 1973 would never have guessed that just over a year before the baby wasn't born yet and things were as hectic as a rush-hour dash to the hospital and you're not sure the doctor has been notified it's delivery time.

Roger Macias *(top left)* and Caroline Martinez *(bottom left)*, instructors, offer their students the individual instruction that is characteristic of classes at the Center.

Discussing efforts and accomplishments with the Center's professional staff after the first full year of operation, you do, however, pick up very quickly the urgency and excitement that still pervade the atmosphere. The track record in numbers and concrete results is impressive. The desire and dedication of the staff to do more and better is equally impressive. Plans for the future are bold but based on solid achievement and proven success. That story began unfolding immediately after the President issued his directive.

Chapter One

Chapter one covers the initial research, planning, identification of requirements, setting of broad objectives and more specific goals, determination of agency needs, and establishment of funding requirements.

As a first step, the Commission collected and analyzed public employment data in the Southwest. (Incidentally, the United States has the seventh largest Spanish-speaking population in the world.)

With the Department of Labor, the Commission concluded that San

Antonio should indeed be the site of the Center. The Alamo City is a military town, with four large air bases, Fort Sam Houston, and Brooke Army Medical Center within the city limits. The Federal payroll is by far the backbone of the local economy. At the time of the survey, the Federal civilian population was 40,600, and over 16,000 were Spanish-speaking American citizens. Half of the local government population of 20,000 fell into that category.

Because there are other metropolitan areas in the Southwest with considerable numbers of Spanish-speaking government employees such as El Paso, Albuquerque, and Corpus Christi, it was readily apparent that the proposed Center would have to be capable of putting its show on the road.

With the site confirmed, the Commission and Labor formed a joint task group and invaded the area to hammer out details with representatives of Federal and local agencies that would be affected. In their discussions and conversations, several immediate training needs became quickly obvious and others were identified for exploration by the Center's staff when it was created. The task group also visited several facilities proposed as locations for the Center but nothing was firmed up.

By June 1971, the Commission was able to ask the Labor Department for a $431,843 grant to establish and operate the proposed Intergovernmental Training Center for a year. After that, it would be on its own.

The needs of the agencies and lower level employees were clearly recognized, the design and modus operandi for the Center were fully laid out, and all concerned were eager to bring it to life. In brief, the plan provided for:

☐ A Center offering a limited curriculum at the outset with a basic education component, plus skill course clusters in office/clerical, bookkeeping/accounting, and supervisory positions. The Center staff would pursue expansion possibilities, particularly in the technical and medical skills areas.

☐ A permanent staff, of flexible size, to develop lower level training in San Antonio and the entire region, to provide or use other resources for that purpose, and to coordinate the entire effort with Southwestern governmental communities.

☐ The Center being under the overall aegis of the director of the Civil Service Commission's Dallas Region, with the SWITC Director reporting to the head of the regional training program.

☐ Courses offered on a reimbursable basis except for the basic education components. Department of Labor funds would cover all nonreimbursable costs for the first year of operation.

☐ Training almost equally divided between skills and education courses, with a goal of 500 trainees in the first component and 400 in the second (an ambitious goal at the time).

☐ Not only training designed to satisfy requirements of Public Service Careers programs for Federal and local government employees, but also that training called for by the Intergovernmental Cooperation Act and the Intergovernmental Personnel Act. This meant entry-level and upward-mobility opportunities.

☐ Training primarily for employees at GS-7 and below or equivalent grades in other pay systems.

Following some activity back and forth to iron out details, the Labor Department approved the grant in October 1971. The first chapter was completed in just short of a year.

Chapter Two

The second chapter ran a short but frantic 4 months as a staff was gathered and preparation made for opening day, January 31, 1972.

Fortunately, even while initial plans were being formulated, an active search was going on for suitable candidates for the job as Center director. Even before the agreement was inked, the man chosen for the job, Lee Villalobos Venzor, was brought on board. Lee brought a lot more to the job than Mexican-American ancestry and some experience in educational matters, though they were important assets.

Lee V. Venzor *(right)*, Center Director, confers with Dr. Henry M. Ramirez, Chairman of the Cabinet Committee on Opportunities for Spanish Speaking People.

Son of a retired railroad worker, Lee has degrees from San Antonio College, St. Mary's University, and Our Lady of the Lake College. Brought up in the barrios, he has an acute awareness of the problems faced by the Spanish-speaking minority, from lack of good education to getting decent employment and promotions. He had proven his concern for helping others in jobs as director of a Community Action Program for the Office of Economic Opportunity and as an assistant superintendent of the Edgewood Independent School District in San Antonio. A key consideration was his knowledge of San Antonio—its problems and its needs.

After you have talked to him a little bit, you also find out that he appears to have a knack for getting things done in an academic or bureaucratic setting, or "knows someone" who can. You also learn that the 42-year-old father of four is a near scratch golfer.

Recalling the 4-month incubation period, Lee doesn't remember having a day off, and that's tough on a golf addict. "It got to be a joke, but many a night the security guard at the

Mr. Macias, the Skills Training Coordinator, operates the console in the language laboratory.

Federal building would come up to the Commission's area office where we had temporary space and tell me it was midnight and I'd have to get out."

Much of the story of that phase is best told by Lee.

"One of the first things I did was to contact as many educational institutions, publishers, training aids equipment people, anyone who could possibly have something to offer, and ask them to let me know what they had that we might be able to use.

"Even while I was searching for my staff, I had to wade through tons of stuff and weed it down to the most promising so we could start right in modifying and adapting the material to fill our particular needs."

Getting the staff together was of paramount importance. It wouldn't be big, but it had better be good or the whole thing would falter.

"When I was interviewed for the job as director, I made the comment that no matter who they picked, it should be someone who knows, understands, and cares deeply about the problems facing the undereducated and undertrained minorities who would make up the bulk of the students. I applied that principle in selecting my associates. All, of course, had to have specific educational qualifications and of necessity be bilingual. But most important, they had to have the ability to relate, to get through. This applied to prospective contract instructors as well.

"I remember one interview for a staff position that illustrates what I'm talking about. The person's qualifications were outstanding, including experience teaching difficult learners, which would be our main challenge. I had almost made up my mind that there was someone I really wanted until I heard: 'The only trouble teaching that kind of group is that many of the kids just didn't want to learn.' That ended that."

Lee got some temporary staff help from the Dallas Regional Training Center and succeeded in hiring his permanent staff. While there has been some change, he now has four professionals and three clerical assistants. And Lee includes the office help when he talks about care and concern being the main ingredient of the Center's success to date.

Judy Gates, the Center's education coordinator, has been with him since January 1972. She had been doing a similar job for the San Antonio Independent School District, specializing in development and implementation of bilingual education. She has an M.A. in educational administration.

Mrs. Gates' eyes light up when the word "methodology" is mentioned and she was largely responsible for putting the initial classroom packages together. Methodology in this case meant finding out exact agency needs, analyzing student abilities and learning potentials, setting goals for each course based on required results, deciding exactly what subject matter had to be in each course, how it should be presented, what teaching aids best served the purpose, and putting the whole thing together.

Roger Macias, a veteran of the pre-opening stage, is the skills training coordinator. He was with the State Pardons and Parole Board before joining the Center, and brought with him experience in counseling and evaluation.

Rudy Casanova works in the educational program area, developing and teaching communications courses primarily. Though he owns a degree in education, he had drifted into procurement and was working at Kelly Air Force Base when Lee drafted him.

Martha Valdez Hundley, with a B.A. in education, was with the Social Security Administration before joining SWITC. She came to Lee's attention through a regular Sunday TV program she conducted to explain various Social Security matters to the Spanish-speaking community.

The backgrounds and talents of the staff tend to complement each other, which was particularly important in the formative period. They are all versatile enough to pitch in on every

Students work in the language laboratory at the Center.

phase, from curriculum revision to classroom teaching.

Locating a site for the Center was a story in itself. With time growing short, finding a home became critical. Lee was offered use of an Armory but turned it down because environment and setting would be an important part of the program. Knowing the good fathers at his alma mater, St. Mary's, he asked for help and it was forthcoming.

Pleasant office space was found in the Scholasticate Building on campus that houses the Brothers and Priests of the Order of St. Mary. Several classrooms also were made available in that building and were refurbished and wired for the latest in electronic teaching devices. Classroom space in the student area also was provided, resulting in some beneficial mixing and association.

Though not all viewpoints hold that a university setting is ideal for the kinds of courses and types of students attending SWITC, Lee felt strongly that it would be a plus, particularly since St. Mary's has a special place in the affection of Southwest Mexican-Americans, many of whom have received an education there.

The staff concurs that the locale has been a decided asset in helping overcome a lifelong sense of losing that is part of the problem of teaching mature people in lower level occupations.

In addition to selecting a staff, locating a home, finding suitable course materials, and identifying, locating, and purchasing standard classroom equipment and a full array of modern audio/visual training aids, Lee was in constant contact with activity personnel and training officials as they worked on developing essential criteria to be met, class scheduling, transportation requirements, and so on.

The strong support given by the Commission's Dallas Region throughout the formative period paid an added dividend here. Lou Lyon, regional director, and his training officer, Bill Ethridge, met with top line managers of the activities to stress the need for high-level backing for the undertaking. And from convinced managers flowed enthusiastic support.

"If there was one key to our getting off on time, and the success we achieved, it was the keen interest and extra efforts on the part of agency personnel directors and their people," recalls Lee.

"It was important that we agree at this point in time that our basic goal was not just training, but upward mobility. Every effort had to be made to find people who had potential for promotion, either in their present jobs or through transfer into new fields.

"We all recognized that agency needs had to come first, but there was general agreement that it still left a big job, and opportunity to look for and encourage individual achievement.

"It was a tough, hard, and satisfying time for all of us, and somehow we opened our doors, as scheduled, on January 31, 1972."

Chapter Three

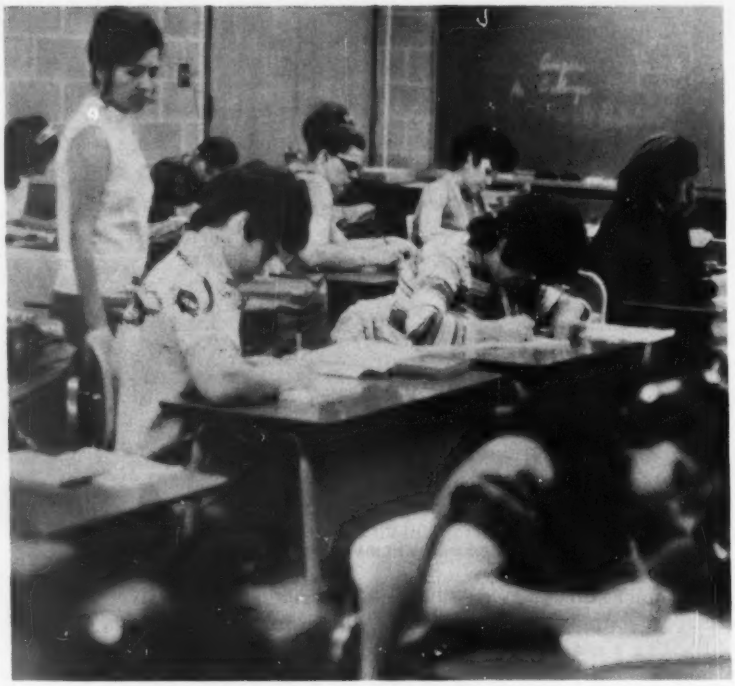
One year later, statistics told quite a story in chapter three.

The optimistic goal of 900 students was exceeded by over 100 percent, with 1,844 employees cycling through the courses. Skills training accounted for 831, educational courses 904, and an additional 109 supervisory and staff personnel were trained in conversational Spanish. Interestingly enough, this group included a fair share of Mexican-Americans.

The Center was an intergovernmental training facility in reality. Of the 1,844 persons trained, 71.9

Courses Offered During First Six Months of Operation

GED
Basic Oral and Written Communications
Listening/Speaking
Reading
Conversational Spanish
Writing Effective Letters
Effective English
Math
Basic Typing
Basic Shorthand
Office Practices
Advanced Reading
Advanced Shorthand
Basic Communications
Key Punch Operation
Advanced Typing
Bookkeeping and Accounting
Blueprint Reading
Medical Terminology
Surveying
Supervisory Techniques
Supervising the Low Skilled
Better Office Skills and Service
Shorthand Refresher
Secretarial Techniques
Public Communications Skills
Basic Transcription



Students in one of the skills training courses take dictation.

percent were Federal employees, 1.9 percent State, 6.7 percent county, and 19.5 percent city.

Mexican-Americans accounted for 63 percent of the students, 11 percent were Negro, and 26 percent were Anglo.

Approximately 95 percent of the trainees in typing and stenography qualified for Certificates of Proficiency at the end of the course. The pass rate among General Education Development (GED) trainees for the year exceeded 90 percent—an excellent record for this type of training—with 165 students completing the five-part high school equivalency exam and getting diplomas from the State of Texas.

The majority of the courses were fully packaged and taken on the road by staff members, with classes held in all target cities, plus others.

A survey conducted shortly after the year was up indicated that 72 former students had been promoted, 114 reassigned to different jobs, 67 had received new duties in the same job, and 416 were regarded as having improved their job performance. Considering that the survey was carried out when many of the trainees had just completed their courses, that many of the agencies in the area were reducing employment levels, and there was a freeze on promotions during December and January, this is quite a report.

But that's just the numbers side of it. More interesting is the human story, the how and the why.

A glance at the listing of courses developed and given over the first year doesn't reveal anything new or spectacular. Most are taught by many agencies in most parts of the country. Conversational Spanish and the GED courses are a little out of the normal, but certainly not revolutionary.

The tale lies in the success reached in teaching the material to people with limited education, many with a weak grasp of the English language, who frequently had given up on formal learning. Ages of the students ran up into the 50's. And a good share of them were in blue-collar jobs where the relationship between the education offered and specific jobs is not absolute. Teaching a GS-1 clerk basic typing, or a GS-4 stenographer advanced Gregg, is an obvious training function, but why teach typing to a warehouseman, or give GED preparation to garbagemen? Why teach a 50-year-old maintenance man reading skills?

Opinions of the Center's staff answer many of these questions.

You send the students to school on company time so they know there is interest and concern on the part of the employer.

You insure that your methodology is right, that you have the right course content arranged in the manner that can best get it across.

Participating Agencies

SAN ANTONIO, TEXAS

Federal
Brooke Army Medical Center
Brooks Air Force Base
Camp Stanley Storage Activity
Defense Contract Administration Services Office, San Antonio
Equal Employment Opportunity Commission
Federal Aviation Administration
Fort Sam Houston
Kelly Air Force Base
Lackland Air Force Base
Randolph Air Force Base
San Antonio Housing Authority Security Service
Veterans Administration Outpatient Clinic
U.S. Army and Air Force Exchange Service
U.S. Army Fourth Recruiting District
U.S. Civil Service Commission—San Antonio Area Office
U.S. Department of Health, Education, and Welfare—NARA Community Service
U.S. Department of Housing and Urban Development
U.S. Department of Justice—Bureau of Prisons
U.S. Postal Security Force

City
City of San Antonio
Model Cities
Public Service Careers

State
Bexar County Hospital

AUSTIN, TEXAS

Federal
Department of the Treasury
Veterans Administration Data Processing Center

City
Public Service Careers

State
Department of Public Welfare
Merit System Council
Public Service Careers
Texas Education Agency
Texas State Department of Health

EL PASO, TEXAS

Federal
Fort Bliss

City
City of El Paso

HOUSTON, TEXAS

Federal
NASA—Manned Spacecraft Center

KERRVILLE, TEXAS

Federal
Veterans Administration Hospital

ALAMOGORDO, NEW MEXICO

Federal
Holloman Air Force Base

ALBUQUERQUE, NEW MEXICO

Federal
Federal Aviation Administration
U.S. Department of Health, Education, and Welfare—Public Health Service

LAWTON, OKLAHOMA

Federal
Fort Sill

OKLAHOMA CITY, OKLAHOMA

Federal
Oklahoma City Area Indian Health Service

PHILADELPHIA, MISSISSIPPI

Federal
Public Health Service—Indian Hospital

WINDOW ROCK, ARIZONA

Federal
U.S. Department of Health, Education, and Welfare—Public Health Service

BATON ROUGE, LOUISIANA

State
Department of Hospitals

You get, and use properly, the audio, visual, and electronic teaching aids that will allow each student to be brought from his or her starting level to the maximum of their capabilities in the time allotted.

You make extensive use of pretesting and post-testing to insure that students start at their proper level and that they indeed do achieve the objectives.

You have competent, concerned instructors with a personal dedication to the broad aims of the program.

Why teach basic reading? There aren't many jobs, at whatever level in government, that don't require an understanding of directives, orders, forms, and so on. Improving an employee's ability to read and understand basic material can produce immediate and direct results on the job.

Perhaps more personal reflections of the staff reveal the really meaningful achievements of the year:

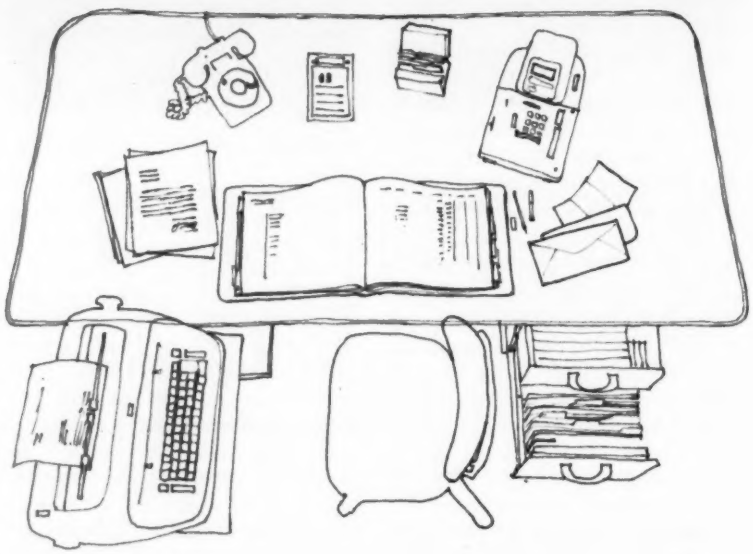
☐ The time when 15 garbagemen who had completed the GED course took and passed the State equivalency test. "You can bet there are a lot of Mexican-American youngsters with their futures ahead of them being told that if their fathers can do it, they can do it."

☐ The two men who came to class and actually had to sign in with an X—and left reading at almost the third-grade level.

☐ The student who gave up on typing every time he made a mistake and actually pushed away from the desk in anguish. The time and effort spent in figuring out a way to overcome that hangup. A rather simple solution of having him raise his hand when he felt despair coming on—and he passed with flying colors.

D. L. Ross, supervisor at Kelly Air Force Base, Mr. Macias, and Fernando Villasana, Assistant to the Personnel Director at Kelly, look on as Mary Rios applies the stenographic skills she learned at the Center.

Miss Martinez congratulates a student upon completion of a course.



☐ The frequent phone calls from former students asking if they could come and take more courses.

☐ The delegations from Colorado and San Francisco seeking ideas and help in doing something similar.

☐ A comment from a trainee on an evaluation sheet for a basic oral and written communication course may be the most telling of all: "Well, I sometimes converse with the big wheels in Washington—this course really helped in teaching me how to communicate a whole lot better." Her agency should love that.

That's the story of success written in chapter three, which ended January 31, 1973. Chapter four is being written now.

Going into its second year of operation, the Center went on a strictly reimbursable basis with agencies footing the bills. And the student load is growing, which is a compliment in itself. Budget figures for Fiscal Year 1974 forecast a pupil flow of over 2,500.

The staff continues exploring the need for new courses—some general, others tailored for individual agency needs, such as math, drafting, and engineering for the Soil Conservation Service in White Sands, N. Mex. Many of the original courses have been reduced in hours as a result of careful analysis. At least eight are now being given on a full-day basis rather than several hours per day over a longer period—reducing total time requirements and improving the learning environment.

Whatever the future holds, the Center is doing its part to carry out the President's commitment to equal opportunity in government employment for the Spanish-speaking minority. #

Legal Decisions

Hearings II

In this issue we are presenting our latest installment in the continuing saga of "who gets a hearing and when?"

In the last issue we discussed the *Kennedy* decision in which a 3-judge district court in the Northern District of Illinois held that the statutes and regulations controlling employee discharge procedures in the Federal service were unconstitutional in not providing for a hearing prior to termination. The Supreme Court will be hearing this case sometime late this year.

Since that time another 3-judge court, this time in the Western District of Washington, has held that the constitutional necessity for a due process hearing prior to termination is limited by the circumstances of the case. In *Shelton* v. *Equal Employment Opportunity Commission,* the plaintiff was the District Director of the Equal Employment Opportunity Commission in the Seattle, Wash., District Office and was removed on charges that he was not adequately performing his duties. He contested his removal on the ground that 5 U.S.C. 7512 violates the Fifth Amendment in not providing for a hearing prior to termination.

The court analyzed several recent Supreme Court decisions bearing upon the question of the necessity for providing a hearing before terminating a property interest, including *Snaidach* v. *Family Finance Corp.* (garnishment); *Fuentes* v. *Shevin* (prejudgment replevin of personal property); *Stanley* v. *Illinois* (child custody); and *Goldberg* v. *Kelly* (welfare).

The court then concluded that due process requirements depend upon the "nature of the interests involved," citing the test used in a previous Supreme Court decision in *Cafeteria Workers* v. *McElroy,* which provides for the balancing of the Government function involved against the interest of the persons whose private interest is affected by the function. After stressing the importance and sensitivity of the plaintiff's position, the court described in detail the measures available to him in appealing his removal and concluded that in his case there was no "hasty peremptory deprivation condemned in so many of the due process cases."

The court distinguished between the *Kennedy* and *Shelton* decisions by stressing the fact that Shelton was supervising a large, important office while Kennedy was only a field officer, and also that Shelton had alleged no violation of his First Amendment rights. The court also noted that there was a question in the *Kennedy* case about the decision to remove him being made by the officer initiating the proceedings, while the decision to remove Shelton was made by an impartial agency official.

In a related opinion, a 3-judge court in the Southern District of New York has held that the City of New York was constitutionally required to provide a hearing before placing a civil service employee on involuntary leave without pay due to mental illness. The decision, *Snead* v. *Department of Social Services of the City of New York,* involved an attack on Section 72 of the New York Civil Service Law, which provides that an employee can be placed on leave without pay upon the certification by a medical officer that he is unfit to perform his duties.

The court noted that, prior to the enactment of Section 72, proceedings against allegedly mentally ill employees were brought under Section 75, which was of general application to all employees against whom disciplinary charges were brought and which provided for a hearing before the removal. On this basis, the court concluded that the change had been deliberate on the part of the legislature, which considered a summary proceeding based upon the word of a medical expert to be an appropriate way to handle mental incompetency.

The court based its decision on two cases that were discussed in the last issue, *Perry* v. *Sindermann* and *Board of Regents* v. *Roth,* which held that a tenured employee could not be deprived of his employment without a hearing.

The *Snead* court relied further on some of the same Supreme Court decisions discussed in *Shelton* in areas not involving public employment. In these areas, the Court had held that actions involving the deprivation of property, such as the discontinuation of welfare payments or the garnishment of wages, could not be effected without a prior hearing, noting that "where there is no overwhelming necessity requiring immediate action, due process requires a hearing before an individual may be deprived of liberty or property." In *Snead,* however, the court did agree with the *Shelton* court that there is a possibility immediate action may be called for in a given situation and that provision should be made for just such an eventuality.

The court refused to consider the defendant's argument that the proceeding was a benevolent one, and concluded that when an employer attempts to place an employee on leave without pay and the employee wants to continue working, then it is clear there are sharply divergent interests.

The court also refused to accept the government's argument that a doctor is an expert whose opinion alone should satisfy the requirements of due process. Noting that "our jurisprudence does not recognize the opinion of any individual expert as infallible," the court concluded that the employee should have the opportunity to challenge the doctor's conclusion and present his own evidence.

Perhaps the last vestige of managerial flexibility in

effecting summary removals lies in the termination of probationary employees. Since the last issue, two courts have followed the lead of the *Sayah* decision and held that, absent certain limitations, probationary employees are not constitutionally entitled to a hearing either before or after termination.

In *Jenkins* v. *United States Post Office,* the Ninth Circuit held that a probationary Federal employee is not constitutionally entitled to a hearing prior to dismissal. In making its decision, the court reaffirmed an earlier First Circuit decision in *Medoff* v. *Freeman,* which had noted that although every dismissal reflects adversely upon an employee to some extent, every such adverse reflection does not reach constitutional proportions.

Similarly, in *Heaphy* v. *United States Treasury Department,* the Southern District of New York concluded that the *Roth* decision does not extend the constitutional right to a hearing to Federal probationary employees upon their dismissal without a contract to that effect, a mutual understanding, or a stigma created by the dismissal. The *Heaphy* court noted, as did the court in *Jenkins,* that the mere fact of dismissal alone does not constitute sufficient stigma to entitle the employee to a hearing.

The plaintiff in *Heaphy* also contended that the agency acted in an arbitrary and capricious manner in dismissing him. The court in discussing this issue concluded that once it was shown that the reasons for dismissal were work related, and that there was a rational relationship between those reasons and the dismissal, "views may differ as to the sufficiency of the reasons, or the motivations underlying the action, but this is precisely that area of administration which is committed to agency discretion."

Oral Reply

Two recent decisions have addressed themselves to the subject of oral replies. In *Grover* v. *United States,* the plaintiff requested the Court of Claims to invalidate his removal on the ground, *inter alia,* that he had not received an effective oral reply in that the oral reply officer did not ask questions during the reply proceedings or comment on the presentation.

The court noted that the reply officer was in the direct line of management authority superior to the plaintiff and had the authority to make a final recommendation. On that basis the court found nothing amiss in the fact that the officer was reticent, and concluded that this reticence alone was not proof that he lacked understanding of the issues. The court did indicate, however, that it was not condoning the oral reply officer's reticence since it may have led the plaintiff to believe that his defense was not being taken seriously.

The court also noted that it found nothing wrong in the fact that the oral reply officer took an *ex parte* statement from the plaintiff's superior since the plaintiff had accused his superior of bad faith, which the superior had not had an opportunity to answer. Continuing, the court held that an oral reply is not a hearing in which a final decision is made, but only an opportunity to make a reasoned recommendation.

In *Polcover* v. *Secretary of the Treasury,* the court engaged in a lengthy discussion on the requisites of an oral reply. The conclusion reached by the court is that "the purpose of an oral reply . . . would be thwarted absent a power of meaningful recommendation of disposition vested in the individual who personally meets with the employee."

The court rejected the notion that the reply officer can be someone who makes a lengthy transcript of the reply and presents that transcript to the person actually charged with making the recommendation, since in that event there would be little difference between an oral reply and a written reply, and the regulations make provision for both. When it comes to oral replies, the buck stops here.

Reduction in Force

In *Mallinckrodt* v. *Civil Service Commission,* the Central District of California has recently given us a judicial definition of "displacement" as used in 5 CFR 351.201(a), which categorizes those situations in which a reduction in force has occurred. That section notes that an agency must follow the regulations relating to reduction in force when "it releases a competing employee from his competitive level by separation, demotion, furlough for more than thirty days, or reassignment requiring displacement . . ." if the release is required because of reorganization.

Plaintiffs had been notified that due to a reorganization of the agency they were reassigned from Marshall Space Flight Center to Huntsville, Ala., and upon their refusal to accept reassignment, they were removed. They contended that their termination was illegal because it was not in compliance with reduction-in-force regulations that would have permitted them to compete with other employees at the California facility at the same competitive level.

After noting that the plaintiffs had not been "released" by separation, demotion, or furlough for more than thirty days, the court concluded that the word "displacement" in the regulation had reference to the displacement of other employees and not to the geographical removal of the plaintiffs. The court held that the plaintiffs had not been riffed and reduction-in-force regulations were not applicable because the positions to which they had been transferred in Huntsville were vacant and of equivalent pay and rank. Since displacement is nowhere clearly defined in applicable regulations, statutes, or previous court decisions, this appears to be a significant clarification of the existing law in this area. —*Sandra Shapiro*

MULTIPLIER EFFECT AT WORK

Through National IPA Grants

by MARY J. THUM

LAST YEAR 13 city and county executives had the opportunity to learn labor bargaining skills on the job with some of the Nation's most experienced municipal and county labor relations directors. The Labor Management Relations Service (LMRS), of the National League of Cities-U.S. Conference of Mayors and the National Association of Counties, ran the internship program with the help of a grant under the CSC-administered Intergovernmental Personnel Act.

The labor relations internships were an effective way of giving these cities and counties the expertise they needed to negotiate more effectively with unions. "I feel the internship program benefited Denver and all other cities that participated," says Denver Mayor W. H. McNichols, "by improving the competency of city representatives in the collective bargaining process."

Most of the grants awarded under the IPA go directly to State and local governments. But an effective way to benefit many jurisdictions at the same time is through grants to national groups such as LMRS, which have direct lines to governmental grassroots.

The LMRS program enabled one executive from each of the 13 participating cities and counties to serve a 3- or 4-month apprenticeship in another jurisdiction already active in labor bargaining. Claude C. McRaven, San Antonio, Tex., for instance, arrived in Milwaukee to start his internship just as the City received contract demands of the 18 unions it bargains with. During his stay there, he took part in the entire bargaining process, which also saw an 11-day strike by one third of the City's 36,000 workers.

"It's extremely important for State and local governments to go to the bargaining table well prepared," says Roger Dahl, assistant director of LMRS and director of the internship program. "There are many dangers in having governments represented by novices. While classroom training can be helpful, the best way to learn labor relations is by doing, and we believe the intern program, with its opportunity for direct participation, is an excellent way to learn by doing."

Successful Approach

It's already apparent that the internship approach is having its intended effect. Robert W. Galloway, personnel director for Phoenix, Ariz., returned from his internship to draft legislation for the State of Arizona on collective bargaining in the public sector. "Three months of constantly going to school with a real pro," is how Mr. Galloway describes his internship in Spokane, Wash., under the guidance of Roy Wesley, assistant to the city manager.

The mayor of San Bernardino, Calif., has named his City's representative to the internship program, Joseph Acosta, to be his special consultant on labor relations.

MISS THUM is on the staff of the Personnel Management Information Service in CSC's Bureau of Intergovernmental Personnel Programs.

Joe L. Huggins, personnel director for Nashville-Davidson County, Tenn., has used his internship experience to conduct training in labor-management relations.

John A. Hanson, personnel director for Hennepin County, Minn., is one of the labor relations experts chosen as a "mentor" in the LMRS internship program. Mr. Hanson sees program benefits beyond those reaped by the interns and their home jurisdictions. "Labor-management developments can have nationwide repercussions," he notes, "so everyone engaged in the labor field benefits by having a network of well-trained bargainers across the country."

This capacity to benefit more than just the immediate participants in a program characterizes national projects conducted by organizations such as LMRS. A relatively small amount of the money awarded under IPA goes to national organizations. In Fiscal Year 1972, 213 grants were awarded; 206 of them went directly to State and local governments or their designees to support personnel management improvement or training. National groups have received only about 7 percent of the total grant funds—$647,000 in FY 1972 and $1,120,000 in FY 1973.

Gains Multiply

Yet this small amount of seed money is creating a multiplier effect.

A project conducted by the National Association of Counties, for example, put a field administrator in each of three States—New York, Utah, and North Carolina. The job of a field representative involves contacting the officials of counties in the State to help them find solutions to their administrative problems.

In Robeson County, N.C., the field administrator helped the County devise ways to better manage its solid waste facilities. Counties in upstate New York were helped in getting training for jail matrons. Alexander County, N.C., implemented a uniform accounting system.

The field administrator is intended to serve as an extension of the New County USA Center operated by the National Association of Counties. In this role he brings all the Center's resources to bear on the needs of counties in his State. He not only suggests solutions to administrators' management problems, he also helps them get in contact with other county administrators in the State who face similar situations. This enables counties that never knew they shared common difficulties to pool ideas and compare results.

"Counties now have a single person they can go to to get help at the State level and the national level," says John Thomas, director of the project and of the New County USA Center. "We work closely with national public interest groups to bring their management resources to counties."

Mr. Thomas says the field administrator approach has been so successful that Arizona, Oregon, Washington, and North Dakota have started setting up similar programs for their local governments.

Borrowing Expertise

To help States solve their management problems, the Council of State Governments has used an IPA grant to set up an Interstate Consulting Clearinghouse. This service enables States to borrow employees of other States as consultants in areas where they have special expertise. The Clearinghouse finds people who are equipped to advise on a State's problem and monitors the way the problem is handled to make sure the client State gets effective help.

One such arrangement helped the State of Wyoming prepare a bill creating a State Revenue Department. "We in Wyoming were very pleased with the work of the Clearinghouse," says Vincent J. Horn, Jr., legal assistant to the Governor, "and would recommend its use by other States."

Not only does the Clearinghouse provide consultation to States and a valuable opportunity for State officials to increase their understanding of State problems by acting as consultants in client States; it also affords the Council of State Governments the chance to greatly increase its awareness of State problems and thereby enlarge its ability to strengthen State government.

The National Training and Development Service, set up with funds from the Ford Foundation and the IPA, is intended to improve the service of government at all levels through training. Its function is not so much to provide training—although it does that to a limited extent—but more to encourage as many State and local government agencies as possible to make training an essential part of their management plans. (An article describing the plan for setting up the National Training and Development Service appeared in the *Journal,* Vol. 13, No. 1.)

Other national grant projects include the National League of Cities-U.S. Conference of Mayors' program to provide manpower management services to cities; the International City Management Association's management practices training program for small cities; the Council of State Governments' orientation program for newly elected State governors; the International Personnel Management Association's training in improvement of selection methods for State and local personnel administrators; and the Municipal Finance Association's Institute of Public Finance that trains State and local finance personnel.

Here again the multiplier effect can be seen at work—with national grant projects producing beneficial results. Although they've received only a relatively small share of total IPA grant funds, these national grant projects are acting as catalysts to spark further action on the State and local scene. #

Qualification Standards Under Review

CSC Executive Director Bernard Rosen's article, "The Changing Civil Service," in the *Journal,* Vol. 13, No. 2, highlighted some of the major changes occurring within the Federal civil service and the planned actions now being taken by the Commission staff to bring about needed innovations.

Mr. Rosen mentioned that one of the actions being taken in response to the Equal Employment Opportunity Act of 1972 is a review of qualification standards. The Standards Division of the Civil Service Commission is now conducting an intensive special review of many existing occupational qualification standards. The purpose of the review is to identify and eliminate features that may discriminate against minority group persons or women.

The basic process is the review of a group of qualification standards to assure that the standards meet the test of job relatedness and do not discriminate against any person on the basis of race, color, religion, sex, or national origin. The standards selected for review represent large occupations with low representation of women and minority group members.

Although the project responds directly to fulfilling requirements of the EEO Act of 1972, it also should be noted that such a review would have been needed in any event to assure compliance with the Civil Service Commission's own guidelines for assuring equal opportunity in employment practices, issued as Part 300A of the Civil Service Regulations in September 1971.

In developing the basic plan for this review, the need for assuring thoroughness, objectivity, and sound results was clearly recognized. Therefore, what initially appeared to be a reasonable approach to conducting the review—directly searching for requirements or features that seem to discriminate—was found unsatisfactory.

If we began by looking for features that discriminate, we found that it would be difficult to assure thoroughness or objectivity. We also would need to set up criteria and a method for establishing that a particular feature or requirement does discriminate against particular groups. This, then, would have led to trying to formulate the "typical" characteristics of minority groups or women, or to relying on intuitive notions about the "characteristics" of various groups.

In either case, we would be perpetuating the type of belief that leads to intentional and unwitting discrimination—the notion that judgments about *persons* can be based on the labels put on them on the basis of their race, color, religion, sex, national origin, socio-economic status, etc. Thus, regardless of the results that might be achieved through this type of procedure, such a procedure itself would have been contrary to the purpose of the project.

Therefore, to assure that the qualification standards are reviewed systematically, objectively, and without preconceived notions, the basic methodology that has been developed involves:

☐ Verifying the essential duties, responsibilities, and relevant work functions and tasks expected of the classes of positions covered by the qualification standard;

☐ Determining the qualifications (skills, knowledge, abilities, aptitudes, other qualities) needed to perform the expected duties and responsibilities; and

☐ Then determining whether the requirements given in the qualification standard are reasonable, reliable, and practical measures or indicators of the necessary qualifications.

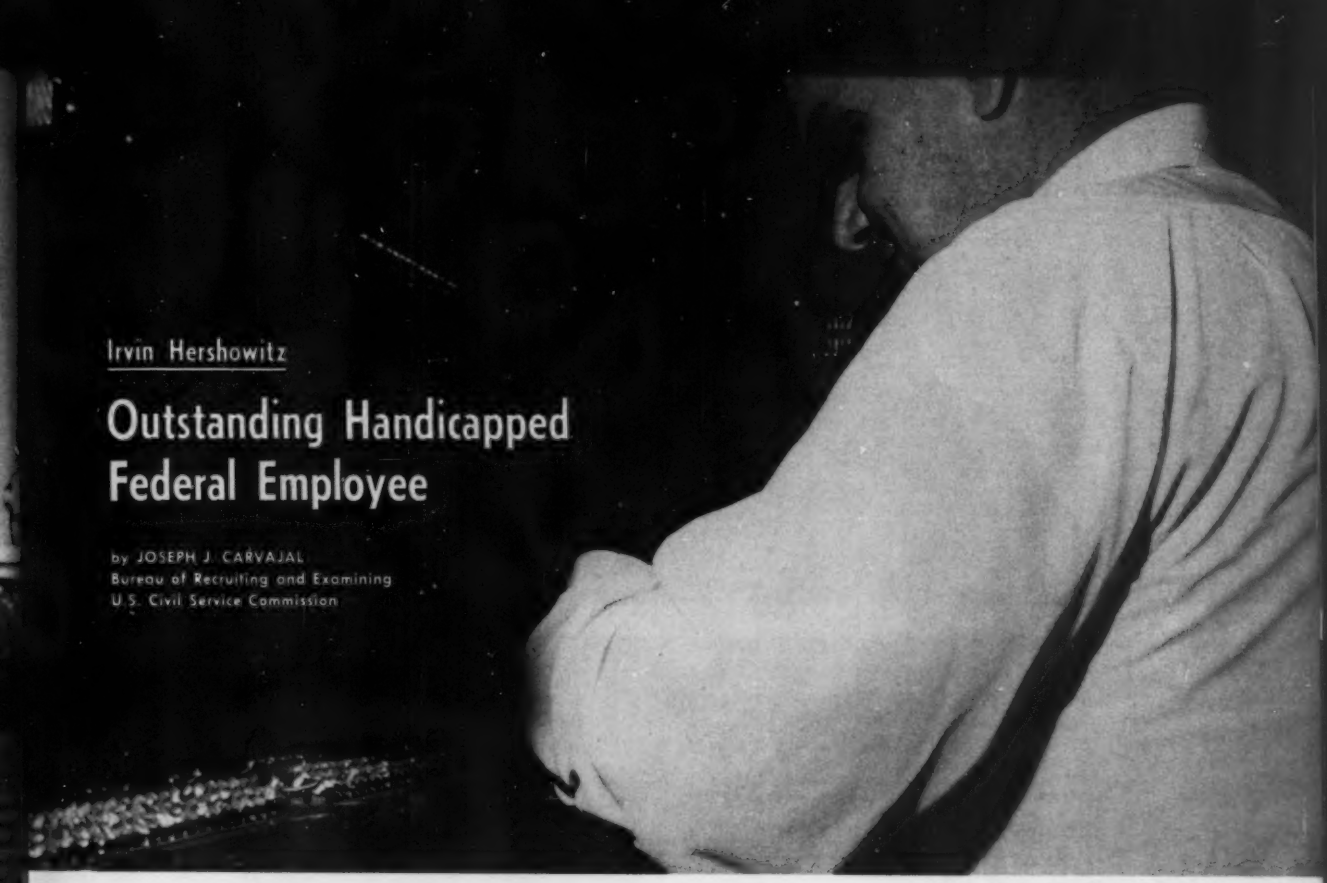
Since all written tests used by the Commission also are being reviewed by the Commission's Personnel Research and Development Center, the review of those standards that contain written test requirements is being coordinated with the Center. Also, we are considering the comments and suggestions submitted by agency personnel and EEO offices, other Commission offices, and outside organizations to assure that no significant point is overlooked.

The first test of the appropriateness of a qualification requirement is its demonstrable relationship to the capacity to do the work required. The second test is determining whether the requirement is sufficiently broad so that persons who *do* have the necessary capacity are not excluded from possible consideration. That is, we are concerned that all requirements are demonstrably job related. We are equally or more concerned that persons who can do the work effectively are not inadvertently screened out by an overly narrow definition of the acceptable evidence of their capabilities.

One of the key concepts being followed throughout the review process to assure objectivity and thoroughness is that any significant "given" cannot be accepted unless it can be supported rationally or by hard facts. Assumptions and presumptions that may have been found useful or necessary in the past (for whatever reason) are being subjected to a questioning of their validity.

Through this type of process, the Commission's qualification standards are being subjected to rigorous reexamination. Although we cannot predict what the results or the net effects will be, we can assure that the standards as reviewed, and perhaps changed, are fair and meet the test of job relatedness.

—Shigeki J. Sugiyama



Irvin Hershowitz

Outstanding Handicapped Federal Employee

by JOSEPH J. CARVAJAL
Bureau of Recruiting and Examining
U.S. Civil Service Commission

IRVIN HERSHOWITZ is an expert radio repairman, a first-class telephone trouble-shooter, and when necessary is able to function as a skilled auto mechanic. He is a licensed ham radio operator and a creative designer of electronic circuitry. He is also blind.

This multi-talented individual, who works for the Department of the Air Force at Bolling Air Force Base in Washington, D.C., was recently named the Outstanding Handicapped Federal Employee of the Year. Mrs. Julie Nixon Eisenhower presented the award plaque to Mr. Hershowitz in a Civil Service Commission-sponsored ceremony at the Commerce Department auditorium. Nine other handicapped persons, national finalists representing various Federal agencies and employed at sites all around the country, were also present at this event to receive citations from Mrs. Eisenhower and CSC Commissioner L. J. Andolsek.

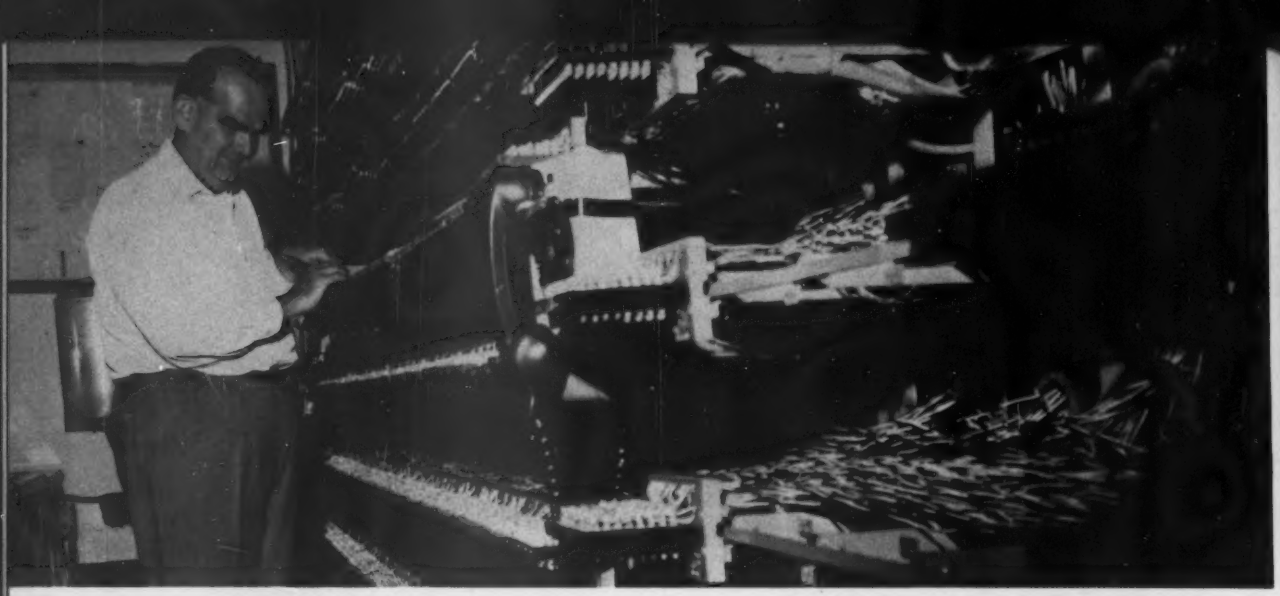
Chronology of a Winner

Mr. Hershowitz, a native of Baltimore, was born without eyesight and was educated at the Maryland School for the Blind, where he became adept at reading and writing in braille. With this basic learning tool he was off and running, training himself for a career in electronics, a goal that had appealed to him since childhood.

He taught himself as much as he could through reading and then turned to the challenges of on-the-job, practical training with high-voltage equipment, an experience that intimidates many beginners in this field—even those who can see where they're putting their hands. To cope with this shock hazard, Mr. Hershowitz developed audio tone-producing circuits to modify the visual-meter test equipment used in electronic repair shops. He perfected this design on his own time and used his own funds to purchase the units that he converted to his tone system.

Innovation has been a lifelong feature of this man's work. During his 30 years of Federal service, he has translated into braille (again on his own time) virtually every technical manual pertaining to the equipment and procedures he used in each of his two occupations—radio repairman with the Aircraft Radio and Electronics Shop at Bolling, and telephone repairman, his present job with the Bolling AFB Communications Group.

Mr. Hershowitz has compiled an extensive list of awards over the years. In addition to his repeated superior performance citations, his ideas for improved technical and safety methods have brought him numerous beneficial suggestion awards. His achievements have been publicized both locally and nationally in dozens of newspaper and magazine articles, thus helping to remind em-



ployers that the handicapped are capable of handling a remarkable variety of jobs if given the chance to show what they can do.

Helping Others

The Hershowitz ingenuity is evident in all areas of his active life. He once designed and built a 200-watt amateur radio transceiver with special modifications to permit its use by a severely crippled, bedridden friend of his who had expressed an interest in becoming a ham operator himself. Mr. Hershowitz' deep devotion to the needs of the ill and the disabled is further demonstrated by the "patient information service" he provides to overseas relatives of aliens in U.S. hospitals—using his own shortwave radio gear to beam these vital messages all over the globe.

Mr. Hershowitz is an unusual man, and yet he is typical of the thousands of handicapped men and women who have overcome their disabilities and gone on to make significant contributions to our society. They have their own unique stories, but this extraordinary drive, this fierce determination have been characteristics of each of the honorees who have participated in the Outstanding Handicapped Federal Employee of the Year Award program, an interagency effort conceived by the Interagency Advisory Group's Committee on Selective Placement of the Handicapped.

The program, formally established by the Civil Service Commission in October 1968, describes the winning criterion as "exceptional job performance in spite of severely limiting physical factors." Ten finalists are selected each year from among the nationwide nominations submitted by Federal departments and agencies, with the winner being announced at a ceremony honoring all ten finalists.

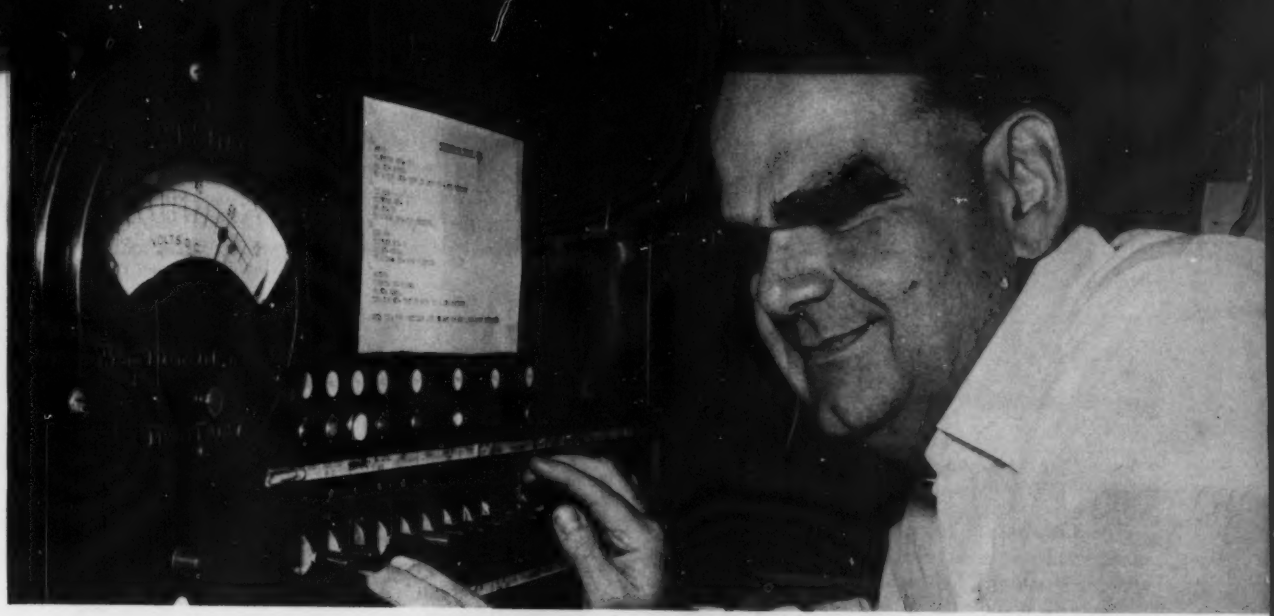
A Proud History

The award was presented for the first time on March 25, 1969. Vice President Spiro T. Agnew made the presentation to the winner, and each of the finalists received individual citations from CSC Chairman Robert E. Hampton. At the second ceremony, staged on March 19, 1970, former CSC Vice Chairman James E. Johnson presented certificates to the nominees, while Harold Russell, Chairman of the President's Committee on Employment of the Handicapped, represented President Nixon in honoring the top handicapped employee for that year. At the March 25, 1971, event, Mrs. Richard Nixon did the honors, adding her personal congratulations to the citations she handed to each of the finalists. Chairman Hampton again represented the Commission.

Firm White House support for this program was reemphasized in 1972, when Mrs. Tricia Nixon Cox graced the ceremony scene. She joined CSC Vice Chairman Jayne B. Spain in making the presentations. Now, in 1973, Mrs. Julie Nixon Eisenhower continued this First Family tradition by appearing on behalf of the President as the program passed its fifth milestone.

The Civil Service Commission invites an even wider participation in this productive venture. Federal organizations and installations are encouraged to identify their handicapped employees and to nominate outstanding individuals for consideration in their agency's own awards program.

Nominations for the national award are made through agency headquarters and are submitted to the Director, Office of Public Policy Employment Programs, Manpower Sources Division, Bureau of Recruiting and Examining, Room 6514, U.S. Civil Service Commission, Washington, D.C. 20415. Each nomination must be received by January 1 and must be accompanied by a narrative justification and any additional information that would be helpful to the selection panel. Work-site photographs of the nominee also should be included in these materials. #



Irvin Hershowitz

BORN BLIND, Irvin Hershowitz has become an expert radio repairman, telephone trouble shooter, and auto mechanic. A civil servant for 30 years, he has translated technical manuals into braille, modified visual electronic test equipment to produce audio tones, and compiled a long list of awards for outstanding service. His latest, the Outstanding Handicapped Federal Employee of the Year Award, was presented to him by Mrs. Julie Nixon Eisenhower, assisted by CSC Commissioner L. J. Andolsek. At left is Richard J. Borda, Assistant Secretary of the Air Force for Manpower and Reserve Affairs.

RECRUITERS FORUM

New CSC Emphasis on Recruitment—Liaison With Educational Institutions

The Commission has published new guidelines for its regional and area offices with regard to recruitment and career advisory liaison with educational institutions.

The principal thrust of the guidelines is that relationships between the Commission and the schools serve two discrete purposes although they are often accomplished by the same activities and programs. The first purpose is recruitment to assure that Federal agencies are staffed with top-quality appointees in those occupations for which the Nation's schools provide a primary source of manpower. The second purpose is inherent in the concept of open competition for public employment through merit systems: maximum possible information about opportunities.

Given the more competitive employment conditions of the seventies, public information responsibilities weigh as heavily now as the necessity to get jobs filled did during the massive shortages of the sixties.

Within this context, the major points of emphasis in the guidelines are:

☐ More systematic Government-wide monitoring of supply and demand conditions in career-entry occupations so that recruitment can be accomplished on a more timely basis and directed toward fields where there is the greatest need for improvements in quantity or quality of candidates.

☐ Improving the depth of job information services (information counter, telephone, publications, and on-campus career information programs), based on more specific information about hiring trends and the level of competition.

☐ More use of interagency organizations and activities in offering to the schools, through CSC area offices, better employment and career information advisory services.

☐ A more active on-campus presence by the Commission, with CSC regional and area office staff members stepping up their visits to schools to improve liaison and obtain the reaction of the educational community to Federal examining and hiring practices.

☐ Orienting publications toward more realistic and specific information.

The guidelines also cover relationships with 2-year colleges, trade schools, business schools, and high schools. Liaison with these institutions will be more locally oriented and will reflect Federal employment needs in the geographic areas served by the schools.

Advertisement Has Merit Theme

A Commission advertisement that will appear in the 1974 issue of the *College Placement Annual* merges the past with the contemporary in telling next year's graduates about appointment opportunities in the career civil service of the United States.

Portraits of Thomas Jefferson and Theodore Roosevelt are captioned with quotations from their writings on qualifications for public employment. The layout intersperses the historical material with photographs and capsule backgrounds of five young civil servants in fields ranging from writing and editing to oceanography.

The main text under the heading "A Sense of History . . ." notes that:

☐ Being *open* means that government is staffed with people from a diversity of backgrounds drawn from the society they serve.

☐ Being *competitive* assures that applicants are considered for appointment in the order of their qualifications (the better the applicants, the better the appointments—and the better the government).

☐ Being a *merit* system means that qualifications are evaluated in relation to the requirements of the work to be done.

The contemporary aspects of the merit system are alluded to in an invitation to students to place their applications in the Commission's computerized talent banks for referral to, and appointment consideration by, a variety of Federal agency employers.

The *College Placement Annual* is published by the College Placement Council, Inc., and distributed widely each fall on college campuses. The Commission advertisement leads off the governmental employer section. Posters made from the ad also will be used to publicize Federal civil service opportunities on college campuses during the 1973-74 school year.

Strong Endorsement for New Publication

The first issue of the Commission's newsletter, *Trends in Federal Hiring*, was distributed to college and university placement offices in late April 1972. Mail from the schools indicates that the specific hiring needs information featured in the newsletter is welcomed by college placement directors and will make a contribution toward fostering on campuses a more realistic knowledge of Federal employment opportunities.

Typical comments on the first issue were:

" . . . a fine service that will really keep us posted on the Federal hiring scene."

". . . has already proven to be extremely helpful in counseling students interested in Federal service."

". . . put my stamp of approval on your first edition. The style, format, and content rates an 'A' grade."

"This publication is just right . . . factual information without too many details."

"The most useful publication ever to reach my desk."

". . . precisely the kind of tool we need to guide students who are seeking government employment."

"I found the answers to at least 10 questions I've been asked this past week."

". . . what we have been needing lo these many years."

". . . a refreshing breeze among often turgid governmental publications—keep it up!"

Three issues of *Trends in Federal Hiring* are planned for the 1973-74 school year.

—Allan W. Howerton

THE AWARDS STORY THE AWARDS STORY

EEO Awards

Agency reports of Incentive Awards program results during Fiscal Year 1972 show that awards are being used increasingly to support such major priorities as the Federal Equal Employment Opportunity program. During this period, more than 15 agencies granted awards to their employees for outstanding achievements in fostering equal employment opportunity.

Agencies have adopted one of two methods of providing recognition for EEO accomplishments: (1) by establishing special honorary awards for this purpose, and (2) by using existing awards within the Incentive Awards program.

The following are illustrative of the types of awards being used:

☐ The Department of the Navy granted a total of 77 awards and certificates to its employees for fostering EEO. Included among these awards were the Navy Superior Civilian Service Award to Charles A. Kirby of the Ships Parts Control Center in Mechanicsburg, Pa., and the Director's Award for Achievement to Matthew Maloof of the Naval Research Laboratory in Washington, D.C.

☐ Four employees of the Department of the Air Force, who exemplified the highest level of commitment and personal involvement in the Air Force EEO program, were formally recognized by the presentation of EEO awards. Brig. Gen. Edmund A. Rafalko received the Award for Management Action in EEO, Sharon A. Bauer the Federal Women's Program Award, C. W. Lyons the Affirmative Action Award, and Dorothy Dumas the Complaint Processing Award.

☐ The Defense Supply Agency presented eight awards to individuals for their contributions to the EEO program. Harry W. Zell, DSA Administrative Support Center, received the first DSA Award for Significant Equal Employment Opportunity Achievement.

☐ The Selective Service System presented the Director's Award for Excellence in Equal Employment Opportunity to two State directors for their work in the employment of minorities.

☐ The Secretary of Commerce presented special achievement certificates at the Department's third annual equal employment opportunity ceremony. These awards were granted in recognition of the outstanding and positive contributions made by individuals and groups to the success of the Department's EEO program.

Federal Volunteers Honored

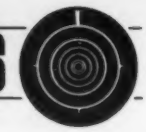
The National Center for Voluntary Action, at a banquet held recently at the Kennedy Center in Washington, D.C., presented awards to groups and organizations for their volunteer efforts in 1972. Among those receiving awards was a group called Volunteers of the Social Security Administration. Of the 15,000 SSA employees, 1,500 of them are active volunteers within their communities in the Baltimore area.

Inventor of the Year

Howard S. Jones, Jr., of the Army's Harry Diamond Laboratories in Washington, D.C., was recently granted that installation's Inventor of the Year Award for his many contributions that have advanced the antenna state-of-the-art while providing solutions to critical antenna problems. Mr. Jones was also the recipient of a Secretary of the Army Research and Study Fellowship and is currently pursuing advanced microwave research at Bucknell University in Lewisburg, Pa.

—Dick Brengel

OF JOB FACTORS and BENCHMARKS



Developments in the Design Stage

The factor ranking/benchmark method is a hybrid. It combines 4 classical methods of job evaluation—whole job, factor comparison, point rating, and position-to-position comparison.

The first two processes in the design stage are now completed. Ranking key jobs by whole job, and ranking jobs by each of the factors, were both done by 32 panels of five people each. These panels met in Boston, New York, Newark, Philadelphia, Baltimore, Norfolk, Atlanta, Dallas, Houston, St. Louis, Kansas City, Chicago, Denver, Cheyenne, Salt Lake City, San Francisco, Los Angeles, Seattle, Portland, Boise, Anchorage, and Washington, D.C.

Panel members were primarily experienced managers in the Federal service, with some representatives of unions or professional organizations. Basic criteria for selecting panel members were a wide knowledge of Federal programs and jobs and objectivity to assure a fair and impartial ranking of jobs.

Analysis of data from the panels has been completed now, with the following results:

☐ All panel members were consistent in their own judgments, and with one another—even though they worked independently and did not hold consensus sessions.

☐ Ranking of whole jobs showed about the same alignment as presently exists; ranking by factor showed the need to revise definitions of the factors "responsibility" and "difficulty" and the need to clarify material in the factor information for some of the benchmark descriptions.

Based on these results, the Test and Implementation Group has taken the following steps:

☐ Redefined the factors "responsibility" and "difficulty."

—"Responsibility" now includes supervisory controls and guidelines.

—"Difficulty" now includes complexity plus scope and effect.

☐ Rewritten the 147 key jobs to reflect changes in factor definitions, clarifying job information and other technical improvements; and

☐ Activated a sample of whole job panels to rerank for reliability purposes.

After the results of the reranking panels are in, the Test and Implementation Group will proceed with the tasks of determining factor weights, constructing guide-charts, and point-rating the key benchmarks. This, then, will produce the basic framework of a factor ranking method of job evaluation for jobs under General Schedule grades 1-15.

An Interesting Side Experiment

As indicated above, in Phase I (design and development) of the Test and Implementation project, the ranking of 147 key jobs was done by interagency panels of nonpersonnel people. At later steps in the design and development phase, TIG wished to use the technical assistance of position classifiers. It was, therefore, important to know if the relative value judgments on job ranking differed significantly between nonpersonnel people and position classifiers.

To find this out, TIG asked members of the Civil Service Commission's Interagency Advisory Group Committee on Classification and Pay to rank, by whole job, the same 147 key jobs that were ranked by interagency panels.

The classifiers were given the same instructions, which read (in part):

"Use the duties, responsibilities, and qualifications required in the job as a basis for making your judgments.

"Do not try to make the rankings of the jobs conform to any preconceived notion—or even your knowledge—of what the current grade of the job is. Do not let the present grade of any job (if you know it) influence you in any way. It has no bearing on the task which you are asked to perform. Rate each job on its merits. You may take your time in arriving at your decisions. This is not a test. There is no 'right' or 'wrong' answer. We need your best judgment on these rankings."

The results are now in. The answer is, given the same jobs, the same frame of reference, and the same instructions, the job rankings of the classifiers in the sample correlate very highly with those of the interagency panels. Essentially, there were no differences between the rankings by the two groups.

The results of this experiment are quite interesting. Position classifiers and managers often find themselves in disagreement concerning grade levels of positions. Yet, when we remove the pressures involved in day-to-day operations, we may find quite a different situation. Managers and position classifiers really can agree. Apparently, their differences result from their roles—not from any real differences in value judgments. This may be but another illustration of that old management principle, "Where you stand depends on where you sit."

—Rosemary Storm

WORTH NOTING (CONT.)

fense officials, are helping plan and mobilize community outplacement programs designed to place affected workers in other Federal installations, in State and local government, or in private sector jobs.

—Outplacement Coordinators have been designated in all 10 regional and 65 area offices of the Commission.

—Applications of displaced or about-to-be displaced workers are being furnished to prospective employers and plant visits are being arranged.

—Agency manpower forecasts are being scrutinized carefully and used to place DE's before their actual separation, in some cases even before RIF notices are issued.

—Commission offices are giving priority referral to displaced workers before referring candidates from registers.

☐ EARLY RETIREMENT IN RIF law signed. Federal employees who meet certain age and service requirements now have the right to early optional retirement during major reductions in force. The law, signed by President Nixon June 12, permits an employee 50 years old with 20 years of service or any age with 25 years of service to retire voluntarily on immedite annuity during a major RIF as determined by the Civil Service Commission.

☐ ANNUITIES increased. A 6.1 percent cost-of-living annuity increase for some 1,200,000 retired Federal employees and survivors became effective July 1 and was reflected in annuity checks mailed August 1. The increase was triggered by a rise in the Consumer Price Index (CPI) above the base figure of 124.3 established in April 1972. The CPI reached 128.6 in February, 128.8 in March, and 130.7 in April 1973, for a net increase of 5.1 percent over the base figure, to result in an annuity increase of 6.1 percent.

The amount of an annuity increase, under a 1965 law, is based on the highest increase of at least 3 percent over the base CPI during a consecutive 3-month period, plus an additional 1 percent authorized by a 1969 law.

☐ WOMEN show gains. Women showed marked upward progress as well as gains in the overall percentage of the work force in a CSC survey conducted October 31, 1972. Highlights of the report:

—Women accounted for nearly 9,000 or 58 percent of the 15,360 gain in white-collar employment between October 1971 and October 1972. Most of the gains by women were at grades GS-9 and above.

—At GS-13 and above, both the numbers of women and their percentage of the total increased at every grade level. In the supergrades, GS-16 through 18, women gained 20 jobs while men lost 496.

—Overall, women accounted for 555,293 jobs or 40.3 percent of the full-time white-collar work force of 1,377,223.

☐ PRIOR CONSULTATION required. Agencies contemplating the upward reclassification of a block of 20 or more jobs—white-collar or blue-collar—must now consult with the Civil Service Commission in advance. Objectives of the consultation are (1) to insure that a proposed reclassification is reasonable and that it identifies any need for revision in the standards; (2) to insure that the upgrading has the full personal attention of agency top management; (3) to assess the possible effects of the action on similar positions in other agencies (the "ripple" effect); and (4) to identify any possible problems not foreseen by the agency contemplating the reclassification.

☐ HEIGHT, WEIGHT standards scrapped. All height and weight requirements have been removed from Civil Service Commission standards governing appointment of U.S. Park Police, deputy marshal, special agent in the Bureau of Narcotics and Dangerous Drugs, and fire protection and prevention jobs. Removal of the restrictions is expected to enhance job opportunities for women.

☐ LIFE INSURANCE rates reduced. Improved cost experience has caused a drop in premium rates for the $10,000 optional life insurance available to Federal employees. The reduction became effective July 1.

☐ EEO COMPLAINT SYSTEM working. Data for the first three quarters of Fiscal Year 1973 indicate that complaints filed by Federal employees and applicants have led to corrective actions that benefit the aggrieved and have improved personnel management generally.

Of 17,719 who contacted EEO counselors between July 1 and March 31, more than 8,000 received help through the informal procedure, and only 1,758 went on to file formal complaints. In 1,297 formal complaints resolved, agencies took corrective action in 465 cases. Discrimination was found in 107 instances, and culpable individuals were identified and disciplined in 31 cases.

☐ MINORITIES make gains. Civil Service Commission figures show minority group Americans holding more Federal jobs and a greater proportion of the total number of jobs than at any previous time. They also indicate that the number of middle- and upper-level jobs held by minorities is at an all-time high.

As of November 30, 1972, Negroes, Spanish-surnamed Americans, American Indians, and Oriental Americans held 509,307 Government jobs and comprised 20 percent of the Federal civilian work force, up from 19.5 percent or 502,752 in November 1971. During the same period, total full-time Federal employment decreased by 31,703.

Minorities showed significant gains in white-collar positions. Total employment in white-collar positions under the General Schedule and similar pay plans increased by 21,974 positions, and minority group employment accounted for 14,982 positions or 68.2 percent of this increase. In all grade groupings under General Schedule and similar pay plans, both the number and percentage of minorities increased, indicating an accelerated movement into better paying white-collar jobs.

☐ EXECUTIVE PAY legislation proposed. The administration has expressed support of legislation that would (1) reduce from 4 to 2 years the interval for adjusting salaries of executive, legislative, and judicial officials; (2) change the time frame for recommendations to the President and to the Congress; and (3) add seven officials not covered under the present law governing executive pay adjustments.

☐ EXPERTS AND CONSULTANTS controls imposed. To prevent abuses, the Civil Service Commission has imposed new controls in the employment of experts and consultants, including personal review by a high-ranking management official in the agency.

☐ ASPA HONORS Chairman Hampton. CSC Chairman Hampton has been honored by the American Society for Public Administration for the Commission's leadership in developing and administering the Intergovernmental Personnel Act.

—Tom Kell

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